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ABSTRACT

Data were collected from more than 180 respondents through a lengthy interview protocol in a study of the current trend toward state funding of preschool programs intended primarily for economically disadvantaged children. The study also explored the implications of the findings for Head Start planning and policy development. An executive summary is followed by eight chapters. Topics covered include: (1) background information and study rationale; (2) the manner in which the study was conducted; (3) ways in which states support preschool education; (4) the comparison of state-funded preschool programs with Head Start; (5) Head Start's collaboration in the implementation and development of state-funded preschool efforts; (6) competition between the programs and Head Start for children, staff, and space; (7) models of funding mechanisms for services to preschool children and their families; and (8) conclusions and implications for planning, coordination, funding mechanisms, dissemination of information, salaries, qualifications, facilities, and program standards. Approximately 75 references are cited. (RH)

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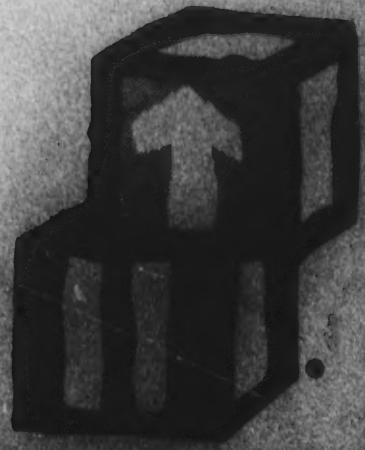

The Challenge of Coordination

Head Start's Relationship to State-Funded Preschool Initiatives

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NOTES

Acronyms

ACYF *Administration for Children, Youth and Families.* The division in the Department of Health and Human Services that administers Head Start programs.

CDA *Child Development Associate.* A competency based credential awarded nationally to early childhood education workers.

LEA *Local Education Agency.* A local school district or corporation.

NAEYC *National Association for the Education of Young Children.* The national professional organization of the early childhood education field.

SEA *State Education Agency.* The state agency responsible for administering public education programs.

Federal Regions by State

Region 1
Connecticut
Maine
Massachusetts
New Hampshire
Rhode Island
Vermont

Region 2
New Jersey
New York

Region 3
Delaware
Maryland
Pennsylvania
Virginia
West Virginia
District of Columbia

Region 4
Alabama
Florida
Georgia
Kentucky
Mississippi
North Carolina
South Carolina
Tennessee

Region 5
Illinois
Indiana
Michigan
Minnesota
Ohio
Wisconsin

Region 6
Arkansas
Louisiana
New Mexico
Oklahoma
Texas

Region 7
Iowa
Kansas
Missouri
Nebraska

Region 8
Colorado
Montana
North Dakota
South Dakota
Utah
Wyoming

Region 9
Arizona
California
Hawaii
Nevada

Region 10
Alaska
Idaho
Oregon
Washington

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Executive Summary

BACKGROUND AND RATIONALE

Project Head Start has been the foremost publicly funded child development program for low-income children and their families since 1965. First conceived as a model demonstration effort, and funded at the federal level, it was for many years virtually the only program of its kind, unmatched in its scope, reach, and ambition. In Fiscal Year (FY) 1988, $1.2 billion in federal funds is allocated for Head Start programs.

In the 1980s, however, there has been a notable increase in *state* funding of preschool programs, particularly for economically disadvantaged children. In FY 1988, 28 states project a total program expenditure of almost $226 million.

The momentum for state-funded preschool programs has come from many areas:

- major shifts in national demographics, such as a rise in the number of preschool-age children and the increased need for child care;
- an increased number of economically disadvantaged children;
- mounting evidence that demonstrates the value of early childhood education, especially for economically disadvantaged children;
- a growing consensus about the need for more rigorous academic standards; and
- a changing political and economic climate, making possible new state initiatives.

These factors have led to a spirit of cooperation among teachers, child advocates, parents, members of the business community, academicians, politicians, and policymakers, with a view to finding new resources to improve the quality of life for our nation's young children. The state-funded preschool movement is one outcome of this coalition-building effort.

Recognizing a national trend in this preschool movement, the Head Start Bureau at the Administration for Children, Youth and Families (ACYF) felt that it was critical to examine this burgeoning activity and its implications for Head Start planning and policy development. Therefore, in August 1987, ACYF funded the Education Development Center, Inc. (EDC) in Newton, Massachusetts, to study this movement in a systematic way, and to explore Head Start's relationship to state-funded preschool programs across the country.

Data were collected from more than 180 respondents through a lengthy interview protocol.

Our six major data sources included:

1. State-level early childhood education/preschool program administrators
2. Governors' executive assistants or education liaisons
3. Head Start regional office staff and other members of the Head Start regional network
4. Head Start Directors Association presidents
5. A day-long focus group of eight Head Start directors from around the country
6. Legislation, regulations, program standards, and other relevant materials from the states

The national network of Head Start Resource Centers assisted us by conducting initial interviews with program administrators. After conducting additional phone interviews and collecting other data, EDC staff reviewed, tabulated, and analyzed the data.

We wish to underscore three points about this study. First, it does *not* include data on migrant, Native American, or trust territories Head Start programs, since these programs were not within the scope of our project. Second, we concentrated on state funding rather than local funding sources for preschool programs. Thus, we interviewed state-level program administrators, but not local school district administrators. The two exceptions, included because of their all-encompassing city-wide approaches, were New York City's Giant Step Program and the District of Columbia's universal access program for four-year-olds. Third, data were current as of March 1988. Because the state funding situation changes daily, it is possible that some of the projected dollar allocations have altered since then.

MAJOR FINDINGS

The major findings of the study are organized by the six research questions described below.

Question 1: How are states currently supporting preschool education?

States are supporting preschool education in two major ways:

1. Head Start-Only Enactments

Eight states have *Head Start-only enactments* that provide supplemental funds exclusively to Head Start programs. Five of these eight states also have general enactments, and three do not.

- The eight states are Alaska, Connecticut, Hawaii, Maine, Massachusetts, Minnesota, Rhode Island, and Washington.

- The total funding in FY 1987 was $12.5 million, with a range of $290,000 in Hawaii to $4.5 million in Massachusetts.

- The projected total funding of $16.8 million for these states for FY 1988 represents a 34 percent increase from FY 1987.

- The majority of Head Start-only enactments are clustered in New England and, in contrast to the general enactments programs, are administered by a state social service or community development department.

2. General Enactments

Twenty-five states and the District of Columbia have *general enactments*, in which funding goes to school districts only or to school districts and other nonprofit agencies. The number of programs reported is 30 because we included New York City and the District of Columbia, and because Vermont, New Jersey, and Oregon each have two programs.

- The amount of funding in FY 1987 was $165.4 million, increasing by 26 percent to $208.8 million in FY 1988.

- In 15 of the 25 states, the amount of money allocated to general enactment programs has increased from FY 1987 to FY 1988.

- In FY 1987, a total of 269,818 children participated in programs (median = 10,790 children per program).

- There is not a one-to-one correspondence between funding levels and number of children served because the scope of the programs differs.

- State education agencies administer the funds in all but four of the 30 programs.

- Almost half of the programs serve only four-year-olds; 37 percent serve three- to four-year-olds or three- to five-year-olds.

- Two-thirds of the states target programs to disadvantaged children, while one-fourth have open enrollment in a district or districts.

General enactment preschool programs have employed one of four basic approaches:

- **The Head Start Model**
  Five of the thirty programs have adopted this model and are required to provide comprehensive services including education, health, social services, parent involvement, and services to children with special needs.. Many of the other programs seek to emulate the Head Start model, but their program features are not as comprehensive as Head Start's.

- **Child-Centered Programs**
  Two-thirds (20 out of 30) focus primarily on providing education services to children although some have other features such as health and nutrition. The majority (64 percent) of these programs are half-day with another third offering the option of a full day. Eighty-four percent are center-based. The remaining six have both center-based and home-based (home-visit) components.

- **Family-Focused Programs**
  Three of the programs can be characterized as family-focused because they involve parents in a substantive way. These programs serve parents and their children from infancy through age four or age eight, and offer both prevention and intervention services. Services are usually offered in a center-based setting, and the amount of contact with families ranges from 2 hours to 18 hours per week.

- **Parent Education Programs**
  Only two programs focus on parent education services designed to help parents enhance their parenting skills and knowledge of child development. The fact that these services require relatively low start-up or overhead costs allows these parent education programs to serve a large number of families for the dollars allocated.

Question 2: How do state-funded preschool programs compare with Head Start?

Because of Head Start's long track record and its success with low-income children and their families, it is understandable that state programs would be compared with Head Start. We compared state-funded programs with Head Start on comprehensiveness of services, written standards for early childhood education curricula, and licensing of staff and facilities.

Comprehensiveness of Services

Head Start's comprehensiveness is unique among early childhood programs. The services include:

- Education
- Parent Involvement
- Parent Decision Making
- Medical and Dental Screening
- Medical and Dental Services
- Nutrition
- Mental Health
- Social Services
- Mainstream Setting for Handicapped Children
- Program Evaluation
- Staff Training
- Transportation

All of these are considered important in the design and delivery of services to children and their families.

In contrast to Head Start, only seven of the state-funded programs provide comprehensive services. While every program contains an early childhood education component and a majority report having a parent involvement component, fewer than 50 percent reported having other components that are crucial to Head Start programs. The definitions of these program components vary widely among programs. Almost three-quarters of the state-funded programs report having developed program standards, but only eleven sent their standards to us. Those that we received showed a wide variation in standards and guidelines, ranging from very general to very comprehensive.

Early Childhood Education Curricula

The National Association for the Education of Young Children (NAEYC) has developed a guide for developmentally appropriate practices in early childhood programs. These curriculum guidelines, recognized as *the* standard of good practice in the early childhood field, are very similar to Head Start Program Performance Standards. Head Start programs do not have a standardized national curriculum; rather, they follow a set of principles accompanied by implementation guidelines. Some programs have elected to use or adapt published curricula, while many others have designed their own.

The curriculum used by a state-funded program depends, in large part, on the philosophy of the state education agency (SEA), or of the local education agency (LEA), if the program content is determined locally. As is the case with Head Start programs, some of the state-funded programs have adopted curricula approved by the state, and others have adapted published curricula or have developed their own.

Licensing of Staff and Facilities

It is in this third area that the greatest differences exist between Head Start and state-funded preschool programs, particularly those in public schools. The difference centers on what criterion is considered the most important qualification for teachers—experience working with preschool children, a college degree, or a public school teaching credential.

Head Start teachers must have the minimum qualifications established by the state agency licensing the Head Start program. Although many teachers in Head Start programs do not meet NAEYCs recommended guidelines for accreditation, they have the relevant coursework and experience necessary for working with young children. Because they often do not have the formal college education and public school teaching credential required by SEAs, they cannot teach in state-funded programs. The lack of public school certification of Head Start teachers is one of the barriers to Head Start programs' receiving state funding. In its draft regulations, ACYF is considering requiring, for the first time, qualifications that would include either a Child Development Associate (CDA) credential or a an AA, BA, or advanced degree in early childhood educationfor each Head Start classroom teacher.

In contrast to Head Start, teachers in two-thirds of the general preschool programs are required to have a college degree and a public school teaching credential. Just under half the programs require a bachelor's degree in early childhood education (ECE) or a related field, while a fifth require a bachelor's degree in any field. Many of those programs requiring a BA and a teaching credential are in public schools. Only five states recognize the CDA credential for teachers in a state-funded

preschool program. However, 38 states and the District of Columbia have incorporated the CDA into their state licensing regulations as an option for child care staff qaulifications.

Question 3: How has Head Start coordinated with state-funded preschool programs?

Coordination between Head Start and state-funded programs has taken several forms, as described below.

Head Start's Role in Legislative Activity

Head Start personnel have been involved and can be involved in legislative activity in five major ways:

1. Representing Head Start on state advisory boards or task forces
2. Providing written and oral testimony at State House and Senate hearings
3. Meeting with legislators and governors to provide data on services
4. Inviting legislators to visit Head Start programs to illustrate Head Start's comprehensive services
5. Helping to draft legislation

In 42 percent of the general enactments, Head Start was represented on a statewide committee, whether or not Head Start was eligible to receive allocations as a result of the enactment. Both Head Start directors' associations and individual Head Start directors were involved in this process. (The more Head Start is involved, the more likely its standards and goals are represented in legislation.)

Even though the legislative processes are often the same, the extensiveness of Head Start's involvement in Head Start-only enactments is quite different from the extent of its involvement in general enactments. Head Start programs, usually through their state directors' associations, have been the catalyst for legislation providing for supplemental funds. Head Start directors and directors' associations were very active in helping to draft legislation, meeting with key legislators, mobilizing parents, testifying at legislative hearings, and working with ACYF.

In the eleven states with proposed legislation, Head Start has become increasingly involved in legislative activity and is playing a major role in seeking state funds. The Head Start community now has the benefit of experience in other states, and its strength as a force in the state preschool movement is growing.

Coordination as a Result of Legislation

In seven states, legislation required coordination with Head Start in the implementation of state-funded preschool programs, either at the state or local level. For instance, in some states a state interagency coordinating council must include a Head Start representative, and at the local level each school district must have an interagency council that includes Head Start representation.

Interagency Inititatives
Over the years, ACYF has instituted a number of interagency efforts designed to strengthen Head Start's services to children and families. Our data indicate that 39 states have state-level interagency agreements between the SEA and Head Start on serving handicapped children. Of these 39 states, 22 have funded preschool programs. Sixteen of these 22 states have invited Head Start representatives to participate in state-funded preschool activities. This participation has included involvement on a state advisory committee, providing testimony in support of legislation and/or participating in advocacy efforts. These data suggest that interagency efforts to serve handicapped children have substantially contributed to Head Start's visibility as a significant service provider and, in almost three-fourths of the cases, have paved the way for Head Start participation in state-funded preschool activities.

Informal Working Relationships
Although formal interagency agreements at the federal, state, and local levels are most evident for programs serving handicapped children and not very prevalent for non-handicapped children, *informal* working relations for serving both populations exist at the local level.

We sought information not only about relationships with state-funded preschools, but also with other agencies. In more than two-thirds of the states, significant informal collaboration was reported by Head Start directors. Head Start has joint activities with LEAs and other service agencies, including agencies that provide dental, health, and mental health screening and diagnostic services, joint training, joint curriculum planning, and transition activities. Cooperating with social service agencies handling protective care cases, sharing waiting lists, and working together to avoid overlap in recruiting in a particular area are other examples of informal working relationships.

Question 4: What are the barriers to coordination?

Although coordination is beginning to occur, there exists a heightened sense of competition between Head Start programs and state-funded preschool programs, especially those in the public schools. This competition makes the prospect of collaboration difficult for the two systems.

In our interviews, most of our respondents—regardless of the agency receiving state preschool funds or of the manner in which funds are distributed—reported at least some competition. In two-thirds of the general enactment programs, competition was reported in one or more of the following areas:

- **Competition for Children**
  For many years Head Start was virtually the only program in many states offering educational services to disadvantaged preschool children and their families. In the past five years, however, more and more states have instituted programs that target some of that same population of preschool children from low-income families. When target populations overlap, the duplication of services increases the competition for children. (Many parents are confused by the choice of services because they do not receive enough information about the options.)

- **Competition for Staff**
  Competition for staff exists because of the disparity in job requirements and salaries of Head Start teachers and teachers in state-funded public school programs. Many Head Start programs have seen a drain on their college-educated, certified teachers who can receive higher salaries—as much as $10,000 more—teaching in public school programs.

- **Competition for Space**
  Competition for space is another serious issue to resolve. In the 1970s and early 1980s when school enrollments declined, Head Start programs were able to rent or use space without charge in public schools. Now that enrollments are on the increase again, school districts are taking back that space. Moreover, during the same period many schools were turned into other types of facilities and now are not reclaimable, so competition for space is a problem for both the public schools and Head Start programs.

Question 5: To what extent does Head Start receive support from state-funded programs?

States generally use one of four mechanisms to fund preschool programs. In all but the first of these, Head Start may be able to receive state funding. The funding mechanisms operate in the following ways:

1. The SEA distributes funds to LEAs, without allowing LEAs to subcontract to Head Start or other nonprofit agencies (10 programs). This model is used in New York, New Jersey, the District of Columbia, Maryland, Pennsylvania, Michigan, Ohio, Wisconsin, Louisiana, and Oklahoma.

2. The SEA distributes funds to LEAs, with subcontracts by LEAs allowed by law (11 programs). This model is used in Delaware, Florida, Illinois, Kentucky, Maine, Massachusetts, Minnesota, Missouri, South Carolina, Texas, and West Virginia. Only three of these states actually subcontract with Head Start programs.

3. The state administrative agency distributes funds to LEAs *or* nonprofit agencies (such as Head Start and other community agencies) that apply competitively for funds (6 programs). This model is used in Vermont, New Jersey, New York City, California, Oregon, and Washington.

4. A state administrative agency distributes funds only to Head Start programs in order to supplement federal Head Start funds (8 programs). This model is used in Connecticut, Maine, Massachusetts, Rhode Island, Minnesota, Hawaii, Alaska, and Washington.

Question 6: What are the conclusions and implications of this study?

Planning

While a proliferation of state-funded programs has led to increased competition for staff, facilities and children in many communities, Head Start administrators, child care professionals, and public school personnel would all agree that this competition is not the result of too many resources being applied to early childhood services. It is, rather, the consequence of a lack of planning for an integrated service system on state and community levels.

The growth of state-funded preschools has underscored the need for a long-term approach to planning. Creating interagency groups state wide can be a vehicle for such planning because groups such as these can tackle many priority issues, using basic demographic data as a backdrop for the planning process.

Coordination

A compelling need exists to coordinate existing services provided by Head Start and state-funded preschool programs at both state and local levels. For instance, local planning committees could be formed along the lines of those that already exist in some states. In addition, there is a need for an official, state level contact person representing Head Start, since many respondents identified the absence of a liaison as a major barrier to coordination.

Funding Mechanisms

Depending on the goal of preschool legislation, funding approaches and models will vary. For instance:

- If a state wishes to allow for maximum flexibility in communities, it might consider permitting any agency to be eligible for state funds.
- If a state wishes to provide comprehensive services to additional low-income children and their families, it might consider expanding Head Start as a cost-effective route to that goal.
- If a state wishes to furnish universal access to education for four-year-olds, it might consider the LEA-only model.
- If a state wishes to offer a choice of services in a community while keeping administrative control in the public schools, it might consider the LEA-with-subcontracting model.

When money goes exclusively to one group or another, coordination with other early childhood providers is not enhanced or promoted. Alternatively, when there are multiple delivery systems, coordination is encouraged, and the community has more flexibility in deciding what services it needs.

Dissemination of Information

Closely tied to the issue of coordination is the need for more widespread dissemination of information about the scope and character of the Head Start program. Lack of information exists about Head Start programs in general, and about Head Start's extensive early childhood services in particular.

In addition, it is critical that state policymakers have more information about what Head Start means when it identifies itself as a comprehensive child development program. Its longevity and success as a program serving low-income children and families place Head Start staff in a unique position to assist state agencies wishing to support programs for children at risk.

Salaries and Qualifications

Head Start and state-funded preschool programs often compete for teaching staff. There is a disparity between the qualifications and salaries of teachers in these two types of programs. Pay disparity will continue unless everyone in the early childhood field (public school preschool programs, day care, Head Start, and other early childhood providers) works toward common personnel standards set by the profession.

Facilities

Because the population of children under five years old has increased, public schools have taken back space they had given or rented to Head Start programs. Consequently, Head Start programs are faced with a shortage of affordable and appropriate facilities.

Some Head Start directors have approached local corporations for financial assistance in this area. Long-range community planning is desirable, and should be coordinated among state education agencies, state departments of community development, and Head Start.

Program Standards

Program standards, an important element in the development of any community program, need to be defined in a common manner because quality varies so much among programs. Relatively few of the state-funded preschool programs have developed standards for all of their program features. Through its National Academy of Early Childhood Programs, NAEYC has developed accreditation criteria and procedures for early childhood programs, and both Head Start and state-funded preschools may want to think about obtaining accreditation.

CHAPTER 1

Background and Rationale

Project Head Start has a unique place in the history of our nation's social and educational programs. Rooted in a vision of social change and a commitment to improving the quality of life for our nation's poor, Head Start has been unrivaled in its scope, reach and ambition. In Fiscal Year 1988, $1.2 billion has been allocated for Head Start programs.

First conceived as a model demonstration effort and funded at the federal level, it was for many years virtually the only child development program available for low-income children and their families. However, in the 1980s there has been a notable increase in states' interest in preschool education, particularly for economically disadvantaged children. Today, 28 states project a total program expenditure of almost $226 million for FY 1988. It is critical to examine the relationship between Head Start as a long-standing, national program and this burgeoning activity on the state level.

HEAD START

Launched in 1965 as part of the War on Poverty, the Head Start program has grown and matured in its nearly 25 years of working with low-income preschool children and their families. There are now 1,291 Head Start programs serving more than 450,000 children with an average cost per child of $2592 projected for 1988. The stated purpose of Head Start is to "bring about a greater degree of social competence in children of low-income families." The term "social competence" refers to a child's "everyday effectiveness in dealing with both the present environment and later responsibilities in school and in life." (U.S. Department of Health and Human Services; Head Start Performance Standards, Section 1304.1-3, 1984).

Head Start's mission has remained relatively unchanged over the years and its positive accomplishments have been cited by almost every policy statement on preschool education. "It is the nation's foremost publicly funded program for meeting the child development needs of low-income families; and it has a relatively stable institutional structure designed to respond to a wide range of needs" (Schweinhart et al., 1987, p. 528). In fact, the Committee for Economic Development, an independent research and educational organization of more than 200 business executives and educators (1987), urges

> *federal funding of Head Start to be brought up to levels sufficient to reach all eligible children . . . it is more important than ever for the federal government to fund high-quality research, development, evaluation, and technical assistance for Chapter 1, Head Start, and related programs (p. 18).*

What makes the Head Start model unique is the comprehensive nature of its services. The model consists of four major components—education, health, social services, and parent involvement—all of which are considered to be equally important in the design and delivery of services to children and their families. Each program component has a set of standards that specifies the critical elements of the services to be provided.

The Head Start program is funded through a federal system which channels money from the central office of the Administration for Children, Youth and Families (ACYF) to ten regional offices throughout the country. From the regional office, money goes to Head Start grantees in the communities. Using Head Start Performance Standards, ACYF program specialists at these regional offices are responsible for monitoring program compliance for all Head Start grantees in their region.

While the majority of Head Start children are served in classrooms, programs operate a homebased option. Services in the homebased option are delivered by home visitors for a minimum of 1 1/2 hours per week, and are family focused. These individual family services are supplemented by a group socialization session for three hours each month. Homebased programs are required to deliver all component services that are required for classroom-based services.

In addition to Head Start's program for three-to-five-year-olds, the Head Start Bureau also funds 33 Parent/Child Centers for children from birth to three years of age, and their parents. Parents are expected to participate in the program on a daily basis, and numerous activities are geared to parent education and support.

In 1970 a transmittal notice was issued by the Department of Health Education and Welfare and the Office for Economic Opportunity to clarify the intent of parent involvement in center-based, homebased, and Parent/Child Center programs. This document 70.2 (referring to the year and month the policy was developed) delineates the minimal requirements for parent participation in all Head Start programs. Areas covered include the structure, function, and composition of policy groups, rationale and strategies for parent participation in the classroom, and ways to coordinate the home/program partnership. The policy statement also includes a detailed matrix which indicates the level of responsibility of each decision maker (Board, Executive Director, Head Start Policy Council, and Head Start Director) for

five program functions. The functions covered include: planning, general administration, grant application process, personnel administration, and program self-evaluation.

The ACYF national office has reserved 18 percent of its budget to fund a national network of Resource Centers to work with grantees in their respective regions. Resource Centers provide training and technical assistance to staff in education, social services, and parent involvement components as well as management training for administrative personnel. In Fiscal Year 1988, the projected amount is $4.6 million.

In addition, since 1976 ACYF has funded a separate national network of Resource Access Projects (RAPs) to enhance Head Start staffs' abilities to mainstream handicapped children. RAPs provide training in a range of areas, including identification, evaluation procedures, adaptation of the curriculum, information on specific disabilities, and collaboration with public schools. RAPs also distribute resource materials to Head Start programs in their service areas that provide information on good practice as well as specific disabilities. Developing interagency agreements has been a specific task in RAPs' contract, and consequently RAPs are required to work closely with state education agencies (SEAs) and local education agencies (LEAs). Fiscal Year 1988s allocation for RAPs is $2.38 million.

THE STATE-FUNDED PRESCHOOL MOVEMENT

The impetus for state-funded preschool programs has come from many areas:

- major shifts in national demographics
- an increased number of economically disadvantaged children
- mounting evidence that illustrates the value of early childhood education, especially for the economically disadvantaged
- growing consensus about the need for educational reform
- a changing political and economic climate, making new state initiatives possible

Shifts in Demographics

Over the past decade there has been a major shift in national demographics. The Census Bureau reports that there has been an increase of more than ten percent in the number of preschool children, while the percentage of older children in a number of states has declined (U.S. Bureau of the Census, 1988). This surge in the preschool population has refocused attention on the needs of the younger child. Many families are in desperate need of child care; almost 60 percent of mothers of three- and four-year-olds are now employed outside the home. This need for child care becomes even more critical because 24 percent of all American children now live with just one parent (U.S. Bureau of the Census, 1987a).

Increase in Economically Disadvantaged Children

At the same time, children as a group are now the poorest segment of the nation's population. For instance, 21 percent of all children in this country below the age of six live in poverty—more than four million children. Forty-five percent of all black children and approximately 40 percent of all Hispanic children live in families whose incomes fall below the poverty line (U.S. Bureau of the Census, 1987b). The 1988 federal poverty line is $ 11,650 for a family of four (U.S. Department of Health and Human Services, 1988).

A number of factors are associated with poverty. Poverty poses immediate risks to children's health and well-being. Malnutrition affects at least 500,000 American children. One in every eight poor children has no regular source of medical care. The immunization status of the youngest American children also poses serious problems: in 1985 a smaller percentage of two-year-olds was fully immunized against the seven major childhood diseases than in 1980. In addition, members of families with children make up close to one-third of America's homeless population, and homelessness can threaten the psychological and physical well-being of these families for years to come (Children's Defense Fund, 1988).

Moreover, the long-term evidence indicates that poor children are more likely to fail in school, to drop out of school, and to live in poverty as adults (e.g., Bachman et al., 1971; Boston Public Schools, 1986; Ekstrom et al., 1986). One quarter of our nation's youth never finish high school, while many graduate and still need remediation in order to reach functional literacy (CED, 1985). Poverty and academic failure are also linked to crime, juvenile delinquency, and adolescent pregnancy (Schweinhart, 1985a,b).

The Value of Early Childhood Education

Early childhood education appears to be one of the most effective ways of breaking this pattern. Longitudinal studies such as those from the Consortium for Longitudinal Studies suggest that high-quality early childhood education programs have both short-term and long-term benefits for the child, particularly for economically disadvantaged preschool children. Quality programs are defined as those that are developmentally-based and culturally relevant, have the participation of parents, involve necessary community resources, and meet at least four days a week (e.g., Berrueta-Clement et al., 1984; Schweinhart et al., 1986; Lazar & Darlington, 1982; Weikart et al., 1978; Schweinhart & Weikart, 1980).

Specifically, participation in high-quality early education programs has been shown to help children become more competent socially and emotionally. For instance, children who received such education in these programs were more responsible, talkative, and initiating in social situations, showed more interest and participation in classroom activities, and showed short-term gains on tests of cognitive ability.

The families of children participating in a high-quality program have been found to benefit as well. For example, mothers viewed themselves and their children as more competent, and parents' involvement in the program led to changes for other

children in the family similar to the benefits found for enrolled children (e.g., Berrueta-Clement et al., 1984; Bronfenbrenner, 1984; Lazar & Darlington, 1982; McKey et al., 1985; Ramey & Haskins, 1981; Ruopp et al., 1979). In other words, sound early childhood education is an extension of the home, not of the school (Elkind, 1986).

In the long term, participation in these programs can significantly reduce the number of children assigned to special education classes and retained in grade, and increase the likelihood of their completing high school and pursuing vocational or academic training. Young adults who attended a high-quality preschool program are also more likely to be self-supporting and employed, and are less likely to be in trouble with the law and to become teen parents than are similar young adults who did not attend preschool (Lazar & Darlington, 1982).

Economic analyses have been conducted as a result of these positive social results. Designers of the Perry Preschool Project have projected that for every dollar spent on a preschool program for disadvantaged children, the government will, in the long run, save four to seven dollars in welfare payments; in penal, judicial, and rehabilitative costs; and in generated tax revenues (Berrueta-Clement et al., 1984; Schweinhart et al., 1987).

The Call for Educational Reform

Numerous reports have criticized public education for failing our nation's students (e.g., A Nation at Risk by the National Commission on Excellence in Education, 1983; Improving Our Schools by Felt and Education Development Center, 1985), particularly at the secondary school level (e.g., Boyer, 1983; Goodlad, 1983; Powell et al., 1985; Sizer, 1984). In response, several states have adopted sweeping, stringent public school requirements for testing, grade advancement, and graduation. In some states, preschool programs have been developed as a part of the general school reform movement.

Both the educational and business communities have advocated early intervention, especially for economically disadvantaged children. Advocates point to recent research that illustrates the relationship between early intervention and school success. Citing such research, the Committee for Economic Development proposes early childhood programs that respond to the whole child and provide support services for children's parents. CED calls for "Prevention through Early Intervention" (CED, 1987), stressing that the educational problems of disadvantaged children need to be addressed.

> *We strongly support quality preschool education for disadvantaged three- and four-year-olds and recommend that the nation continue to expand these programs until every eligible child has the opportunity to be enrolled (p. 33).*

The Changing Political and Economic Climate

Governors and state legislatures are in a unique position to encourage preschool initiatives on the state level, since parents of preschool children have become a large and more vocal constituency in most states. Policymakers have become much more informed over the past several years about early childhood, child care, and family issues in their own states (Riley, 1986). Legislators have become more sophisticated in their approach to policymaking (Pound, 1986). Specialized legislative staff now exist in many states, including staff with special expertise in the areas of education and child and family issues. There are legislative liaisons from state education agencies (SEAs), and more information is made available by groups such as the National Conference of State Legislatures (NCSL, 1986; 1987). Many legislators, armed with this information, have become advocates of early intervention. State legislators and governors are especially persuaded by the compelling economic analyses of the Perry Preschool Project.

Finally, state funding of preschool programs is emerging in a very favorable political and economic climate. As more states enact legislation for preschool education, the movement takes on a "snowball effect." Many state leaders feel compelled to do something for the growing numbers of disadvantaged children. These state policymakers have determined that preschool education for disadvantaged children serves both the needs of the individual and of the larger society (Gnezda & Robison, 1986).

The educational, social, and economic factors described above have converged to create a climate of readiness for coalition-building among teachers, child advocates, parents, members of the business community, academicians, politicians, and policymakers. The focal point of their concern is finding new ways to marshall resources to improve the quality of life of our nation's young children. The state-funded preschool movement is one of the major responses to this growing national need.

PURPOSE OF THE STUDY

The Head Start Bureau at ACYF recognized the growing trend in state funding of preschool education and felt it was critical to examine the implications of this burgeoning activity for Head Start planning and policy development. Therefore, in August 1987, ACYF funded the Education Development Center, Inc. (EDC) to examine state activity in a systematic way and to explore Head Start's relationship to state-funded preschool initiatives and programs across the country. Because of ACYFs need to develop policies and plan for the future, it was necessary for us to conduct the study in a short period of time.

Using a variety of data sources, the study addressed six major questions:

- How are states currently supporting preschool education?
- How do state-funded preschool programs compare with Head Start?

- How has Head Start coordinated with state-funded preschool programs?
- What are the barriers to coordination?
- To what extent does Head Start receive support from state-funded programs?
- What are the conclusions and implications of the state-funded preschool programs?

Other projects have described recent state-funded initiatives (e.g., National Conference of State Legislatures; Children's Defense Fund; National Association for the Education of Young Children; Wellesley College/Bank Street College Public School Early Childhood Study), although the foci of their studies have been different from ours. Aside from providing information on the status of state activities, the unique contribution of our study is the investigation of Head Start's role in this movement. This report explores existing and possible models of collaboration between Head Start and other providers of state-funded preschool programs, and contains implications for policymakers and practitioners.

CHAPTER 2

How the Study Was Conducted

The task of examining the scope of state-funded preschool programs across the country and their implications for Head Start required the collection of data from several different sources. In this section, we describe briefly the interview protocol, data sources, data analysis, and project timeline.

INTERVIEW PROTOCOL

EDC's research team designed a lengthy interview protocol which was used as the basis for obtaining the kinds of data we thought important. The protocol, in four sections, focused on state-funded preschool initiatives and their impact on Head Start. Many questions in the interview were yes-no or otherwise close-ended. However, respondents were always encouraged to amplify their answers and to provide specific examples. (The interview protocol is available from EDC upon request.) The sections of the protocol and their respective topics are described below.

States with Preschool Enactments

The first section of the protocol was designed for states with preschool enactments that had already been implemented. For each state, we provided a grid containing some of the basic background information about the enactment and asked respondents to verify the information and make changes as necessary. That information included objectives, program standards and components, teaching staff requirements, and plans for changes in legislation or in the nature of the preschool program.

We also asked respondents to describe

- the extent to which Head Start received support from the state-funded preschool enactments;
- the role Head Start played in the development and passage of the legislation;
- the positive impact of the legislation in general and on Head Start programs in particular;
- opportunities for collaboration between Head Start and state-funded programs;
- areas of competition between Head Start and LEAs (space, children, educational staff, other support services and staff), and differences in philosophical approach.

States without Preschool Enactments

The second section was for states without state-funded preschool enactments, including states in the planning or proposal stage or states that had enactments pending or whose enactments had been defeated. Questions addressed the reasons for lack of funding in those states without pending or planned legislation, and the possible future role of Head Start in legislation. For states with proposed legislation, many of the same questions from the first section were asked.

All States

The third section, designed for all states, dealt with collaboration between Head Start and public schools. It asked whether formal state and local interagency agreements for serving handicapped and non-handicapped preschoolers exist. It also included questions about the extent of informal working relationships and joint activities between Head Start and LEAs, and other service agencies at the local level.

States with Head Start-Only Enactments

The final section was for the eight states in which state money has been allocated directly to Head Start grantees only. This short section asked for basic information about the enactment, the role played by Head Start associations in its formulation, and the fiscal or programmatic issues raised in the development or implementation of the enactment.

DATA COLLECTION PROCEDURES

We used six major data sources for our study, each of which is described below.

State-Level Early Childhood Education/Preschool Program Administrators

First, the Head Start regional Resource Center network administered the interview protocol to all principal preschool program administrators in state agencies. These program administrators were, for the most part, early childhood education specialists in the state education agency (SEA), but they also included relevant program specialists in other state agencies. The Resource Center staff members conducted phone interviews with these respondents and, in some cases, asked the administrators to provide written answers to the questions. We received protocols for all 50 states and the District of Columbia.

There was some variability in the completeness of responses. In order to obtain complete data, the EDC research team conducted follow-up telephone interviews with all of the state-funded preschool program administrators.

Governors' Executive Assistants or Education Liaisons

Our second source of data involved phone interviews with Governors' executive assistants or education liaisons in all states. EDCs research team asked for information on gubernatorial activities or plans for state-funded preschool programs such as task forces, blue ribbon committees, statewide interagency councils, conferences, or proposed legislation.

Head Start Regional Office Staff and Other Regional Network Members

The Head Start Regional office staff constituted our third major data source. EDC researchers conducted phone interviews with Head Start regional bureau chiefs and/or ACYF regional program directors in all regions. These respondents provided a regional perspective on state-funded activities, and discussed Head Start's involvement in state legislative activities. The Resource Center network staff were able to provide some of the necessary information first-hand because of their involvement in state-funded preschool legislative activity. In addition, EDC and other Resource Center staff spoke with Resource Access Project (RAP) directors in several regions to obtain data on collaboration regarding handicapped preschool children.

Head Start Directors Association Presidents

Fourth, we surveyed by phone key Head Start directors in most states, usually the state Head Start Directors Association presidents. Regional Resource Center staff were very helpful in identifying Head Start directors who played a role in legislation. The Head Start directors provided a perspective on collaboration and competition that was distinctly different from that of state-level early childhood administrators.

Focus Group of Selected Head Start Directors

As a result of lengthy interviews with Head Start directors who have been active in state preschool legislation, the EDC research team felt it would be productive to bring some of them together to discuss Head Start's involvement in this movement. Thus, our fifth data source was a day-long focus group of eight Head Start directors from around the country who represented states with different models of state-funded preschool or proposed legislation: California, Illinois, Iowa, Massachusetts, North Carolina, Ohio, Rhode Island, and Washington. They validated and verified the data we received from our other sources, and provided rich descriptive information of their own. The focus group had the added benefit of providing an opportunity for participants to share their experiences and learn from one another.

Legislation, Regulations, Program Standards, and Other Relevant Material

Our sixth data source consisted of the legislation, regulations, and program standards for states with state-funded preschool programs. We obtained legislation from every state with preschool funding, as well as proposed legislation. While we requested regulations and program standards from the administrators of all state-funded programs, we received materials from only 11 of the 25 states with programs in operation for at least the past eight months.

Limitations on Data Collection

It is important to note that we did not obtain data on migrant, Native American or trust territories Head Start programs, since these programs were not within the scope of our project. Second, we concentrated on state funding of preschool programs and did not focus on local funding sources. Thus, we interviewed state-level program administrators, but not local school district administrators. The two exceptions were New York City's Giant Step Program and Washington, D.C.'s universal access program for four-year olds. We included these two programs because of their all-encompassing, city-wide approaches. Finally, although state-funded day care and welfare reform programs are quite prevalent in many states, we also excluded these efforts from our study in order to concentrate our limited time and funds on examining state-funded preschool programs.

ANALYSIS

All 52 surveys and our interview notes from the over 180 respondents were read and analyzed. Project staff coded most answers for tabulation and conducted simple descriptive analyses to compute means, medians, percentages, ranges, and standard deviations. In a few instances, variables were tested for statistical

significance, using standard procedures such as chi square and analysis of variance. In addition, extensive qualitative analyses of the data allowed us to tap the lengthy responses to some questions as well as the differing perspectives of several respondents in each state.

PROJECT TIMELINE

We conducted the study within a seven-month time period. In mid-August 1987, ACYF funded EDC to carry out the research. Immediately thereafter we developed a workplan and began designing the interview protocol. We pilot-tested the interview with members of the New England Resource Center at EDC. We distributed the final, revised interview protocols to the national network of Resource Center directors at their semi-annual meeting in Washington in late September 1987. We gave each Resource Center project director a packet with a protocol for each state in the region and asked the RC project directors to enlist the assistance of their staff and other key colleagues in their areas in order to obtain all the necessary information.

By mid-November we received the interview protocols from all eight Resource Centers. From mid-September through January 1988, the EDC research team conducted interviews with the Governors' Assistants, Head Start Regional staff and Head Start directors, and conducted follow-up interviews with the state-level preschool program administrators. During this time we also coded the data and began quantitative and qualitative analyses. We then arranged for and conducted a focus group of Head Start directors in early February 1988. February through May was devoted to further analysis and the completion of this report.

It is important to note that the data are current as of March 1988. Because the state funding situation changes daily, it is possible that some of the projected dollar allocations have altered since then. Furthermore, some of the newly funded programs are not included in the report.

CHAPTER 3

How States are Supporting Preschool Education

The state preschool enactments vary widely in the amount of money allocated, number of children served, specific eligibility requirements regarding age and socioeconomic status of the children, and program approach. This chapter describes the characteristics of the various preschool enactments.

OVERVIEW OF STATE EFFORTS

The past several years have seen a high level of activity in the area of state-funded preschool initiatives, with 1985 as a peak year. A few programs are more than 20 years old; for instance, New York, California, New Jersey, and Pennsylvania. Most of the state-funded activity, however, began in the early to mid-1980s, with three state enactments in 1980 and 1981, four in 1984, seven in 1985, five in 1986, and two in 1987. The funding situation changes frequently, providing an evolving picture of state involvement in preschool programs. As of February 1988, twenty-eight states, the District of Columbia, and New York City were distributing funds in a variety of ways to programs for preschool children and their families. See Table 1 for a summary of the status of state funding.

Twenty-five states and the District of Columbia have general enactments, in which funding goes to school districts only or to school districts and other nonprofit agencies. We call these *general enactments* to distinguish them from *Head Start-only enactments*, which provide supplemental funds exclusively to Head Start programs. Eight states have Head Start-only enactments; five of these eight states also have general enactments, and three do not. Thus the total number of states with any kind of state funding is 28, plus the District of Columbia.

TABLE 1

Status of State-Funded Preschool Initiatives

EXISTING		PROPOSED OR IN THE PLANNING STAGE	NO FUNDING
General Enactments	**Head Start-only Enactments**		
Alaska California Delaware District of Columbia Florida Illinois Kentucky Louisiana Maine Maryland Massachusetts Michigan Minnesota Missouri New Jersey (2 programs) New York New York City Ohio Oklahoma Oregon (2 programs) Pennsylvania South Carolina Texas Vermont (2 programs) Washington West Virginia Wisconsin	Alaska* Connecticut Hawaii Maine* Massachusetts* Minnesota* Rhode Island Washington*	Colorado Indiana Iowa Kentucky* New Hampshire New York* North Carolina Ohio* Rhode Island* Virginia (on hold)	Alabama Arizona Arkansas Georgia Idaho Kansas Mississippi Montana Nebraska Nevada New Mexico North Dakota South Dakota Tennessee Utah Wyoming
25 states, New York City, and the District of Columbia	**8 states** *** states that have other state-funded preschool programs**	**6 states** *** states that also have existing programs**	**16 states**

Ten states have proposed legislation or are considering funding in the coming year. Four of the ten already have another enactment in place, while the six other states are proposing state funding of preschool programs for the first time. Thus, a total of 34 states (28+6), plus the District of Columbia and New York City, either have some state funding for preschool programs or are planning to institute programs over the next few years. There are now only sixteen states without existing or pending legislative action.

Although the number of *states* with funding for general enactments is twenty-five, the number of *programs* is thirty. This discrepancy arises because we have included New York City and the District of Columbia programs, and because Vermont, New Jersey, and Oregon each have two programs. Sometimes we will refer to states, sometimes to general enactments, and other times to Head Start-only enactments.

Regional Variation

A few regions in the country have more state legislative activity than others, with the greatest locus of such activity on the East Coast (particularly in the Northeast), in parts of the Midwest, and on the West Coast. With the exception of Florida, South Carolina, and Louisiana, states that designed intervention programs for at-risk preschoolers, the southeastern and southern states have not passed pre-kindergarten legislation. Texas, which has mounted a large program, is the only southwestern state with state funding. However, on the West Coast, California, Oregon, Washington, and Alaska have made substantial state commitments to preschool programs for disadvantaged children. See Table 2 for the status of state funding by region.

There are a number of reasons that contribute to a state's decision to fund preschool programs. According to governors' assistants, the regional differences in state funding are related to both economic factors and social priorities. For instance, the New England region is experiencing an economic boom, with low unemployment and healthy state revenues. Therefore, all states in this region are funding or are proposing to fund preschool programs. In contrast, states in the Rockies and the Plains have been experiencing economic difficulties due to a shrinking demand for minerals and iron ore, as well as a deteriorating farm situation. Therefore, they have not enacted any state-funded preschool programs. Colorado is the only Rockies state now considering pre-kindergarten legislation, and that is due largely to the new governor's interest in child-care issues.

Another factor respondents pointed to was that fiscally conservative legislators are reluctant to assume responsibility for this type of funding. Furthermore, low population density in some states makes a statewide effort expensive and difficult to implement. These factors were particularly evident in some of the southwestern and western states. Finally, some states have chosen to place emphasis on funding other educational programs. In Mississippi, for example, mandatory kindergarten is just being implemented, making a commitment to state funding of preschool programs somewhat premature.

TABLE 2

Status of State Funding by Federal Region

FEDERAL REGION	NUMBER OF STATES IN REGION	STATES WITH STATE FUNDING	ADDITONAL STATES PLANNING LEGISLATION
I	6	Connecticut Maine Massachusetts Rhode Island Vermont (5)	New Hampshire
II	2	New York New Jersey (2)	——
III	5 + D.C.	Delaware District of Columbia Maryland Pennsylania West Virginia (5)	Virginia
IV	8	Florida Kentucky South Carolina (3)	North Carolina
V	6	Illinois Michigan Minnesota Ohio Wisconsin (5)	Indiana
VI	5	Louisiana Oklahoma Texas (3)	——
VII	4	Missouri (1)	Iowa
VIII	6	——	Colorado
IX	4	California Hawaii (2)	——
X	4	Alaska Oregon Washington (3)	——

Variation in Level of Specificity

The preschool legislation passed in the states ranges from very general to very specific in its intent and language. Some states have left many of the specific program regulations and eligibility criteria to the state administrative agency or to local agencies and school districts to decide. For instance, many states intend to serve "at risk" children but have not defined the eligibility guidelines in the legislation. Other variations in the legislation include specificity in the level of funding, how funds are distributed, whether coordinating committees at the state and/or local level are mandated, and whether short-term or longitudinal program evaluation is mandated. For instance, in Washington, the Governor and Superintendent of Public Instruction must submit a follow-up report to the legislature after the program's first year of operation. The report must include recommendations for continuing or expanding the program.

FUNDING LEVEL AND NUMBER OF CHILDREN SERVED

State funding varies enormously, depending on the purpose and the scope of the program. The total allocation for all preschool enactments was $177.9 million in 1987 and is estimated to be $225.6 million in 1988. This includes both the general enactments and the Head Start-only enactments. Table 3 presents a summary of dollar allocations and enrollment figures for 1987 and 1988.

TABLE 3

State-Funded Preschool Funding Levels and Enrollment Figures, 1987 and 1988

	1987			PROJECTED 1988		
	TOTAL	MEDIAN	RANGE	TOTAL	MEDIAN	RANGE
FUNDING ($ AMOUNT)						
General Enactments	$165.4M	$2.3M	$176,000 - 37.5M	$208.8M	$2.8M	$189,000 - 46.1M
Head Start-only Enactments	$12.5M	$1.5M	$290,000 - 4.5M	$16.8M	$1.8M	$291,790 - 7M
Total Funding	$177.9M	—	—	$225.6M	—	—
ENROLLMENTS (# of Children)						
General Enactments	269,818	10,790	44-120,000	306,602	12,775	40-125,000
Head Start-only Enactments	Not available	—	—	13,349 additional slots	—	724-7,500
Total Enrollments	—	—	—	319,951	—	—

General Enactments

For the general enactments, the amount of funding in 1987 was $165.4 million, increasing by 26 percent to $208.8 million in 1988. In 1988 the median funding level is approximately $2.8 million, which represents an increase of $.5 million over 1987. For 1988, funding ranges from $189,00 for several pilot programs in Delaware to $46.1 million for a large-scale program serving disadvantaged children and non-English speaking children in Texas. California ($35.5 million) and New York ($27 million) are the two other programs with the largest amounts of funding; both are long-established programs which began in the 1960s for preschool children from low-income families.

In 15 of the 28 states, the amount of money allocated to general enactment programs has increased from 1987 to 1988. In nine of those 15 states, funding has at least doubled, indicating a strong commitment to the preschool program. In six states, the funding has remained level with no program expansion, while in three states there have been decreases because of the states' economic situations. Table 4 presents the 1987 and projected 1988 allocations for preschool enactments by federal region. Table 5 presents the projected allocations for general enactments by state. The amounts listed in these tables reflect data we received as of March 1988.

In 1987, a total of 269,818 children participated in programs. The smallest program served 44 children in five villages in Alaska in programs using the Head Start model, whereas the largest served 120,000 children and their parents in Minnesota participating in a weekly two-hour session (median number of children in programs = 10,790). In 1988 the ranking of states generally remained the same, with the total number of children served at 306,602 and the median at 12,775 children per program. (It should be noted that Alaska's enrollment for 1988 is 40 children, reduced from 44 in 1987.)

For the general enactments, there is not a one-to-one correspondence between funding levels and number of children served because the scope of the programs differs so much. For instance, only 44 children participated in the state-funded program in Alaska in 1987, with state funding of $246,750. Because it is a comprehensive program using the Head Start model, program costs are high. In comparison, the $189,000 for pilot preschool programs in Delaware served 100 children, more than twice as many as in Alaska, with less funding. The lower cost per child is due to the fact that Delaware's program consists primarily of an early childhood education component rather than comprehensive services.

Administrative agencies for state-funded general preschool enactments do not vary as much as funding levels and enrollments. State education agencies administer the funds in all but four of the 30 programs. Alaska's and Washington's programs are within Departments of Community Development. In Vermont and New Jersey, each of which has two programs, one program is administered by the Department of Education and the other by the Department of Human Services.

TABLE 4

Allocations for Preschool Enactments (by Region)

1987 - 1988

FEDERAL REGION	GENERAL ENACTMENTS		HEAD START-ONLY ENACTMENTS	
	1987	1988 PROJECTED	1987	1988 PROJECTED
I	$860,000*	$860,000*	$7.1M	$11M
II	36.9M	49.9M		
III	9.M**	16.2M**		
IV	7.6M	10.8M		
V	25.9M***	28.5M***	2.1M	2.3M
VI	40.2M	48.5M		
VII	5.7M	11.4M		
VIII	0	0		
IX	35.5M	35.5M	290,000	291,790
X	3.8M****	7.1M****	2.9M	3.2M
TOTALS	**$165.4M**	**$208.8M**	**$12.5M**	**$16.8M**

* Maine and Massachusetts amounts not broken down by SEA, so not included here.
** Pennsylvania not broken down by SEA
*** Ohio not broken down by SEA
**** Oregon's amount for biennium was divided in half

TABLE 5

Allocations for General Enactments (by State) 1988

State	Projected Amount	Estimated # of Children Served
Alaska	197,400	40
California	35,462,000	19,400
Delaware	189,000	100
District of Columbia	11,100,762	4,000
Florida	1,670,000	655
Illinois	12,700,000	6,400
Kentucky	900,000	540
Louisiana	1,500,000	*
Maine	*	175
Maryland	3,295,000	2,820
Massachusetts	*	*
Michigan	2,300,000	1000
Minnesota	7,539,867	125,000
Missouri	11,400,000	42,000
New Jersey 1	6,900,000	5,917
New Jersey 2	1,000,000	*
New York	27,000,000	11,500
New York City	16,000,000	6,000
Ohio	*	*
Oklahoma	805,275	1,240
Oregon	1,067,189**	300
Oregon 2	*	*
Pennsylvania	*	*
South Carolina	8,255,924	8,451
Texas	46,161,329	54,493
Vermont 1	1,000,000	296
Vermont 2	360,000	*
Washington	6,300,000	2046
West Virginia	541,061	425
Wisconsin	6,000,000	5,600

* Not available from state administrative agency
** For biennium

Head Start-Only Enactments

Overall, the total amount of funding for Head Start-only enactments is much smaller than for general enactments, yet it represents a rather large financial commitment to Head Start by eight states. In 1987, the total in eight states was $12.5 million, with a range of $290,000 for Hawaii's contributive support, to Massachusetts' $4.5 million for salary enhancement and program expansion. While five Head Start-only enactment states estimated no increase in funding from 1987 to 1988, the projected expansions in Massachusetts and Rhode Island contributed to the large jump in dollar allocations. The estimated total of $16.8 million for 1988 represents a 34 percent increase from 1987, with a low of $291,790 for Hawaii and $7 million requested in Massachusetts.

The majority of Head Start-only enactments are clustered in the New England region, with the remainder in Minnesota, Washington, Oregon, and Hawaii. On the other hand, the northeastern and northwestern regions have had sizable state expenditures for general enactments.

In contrast to general enactment programs, Head Start-only funds are administered by a state social service, human resources, or community development department in seven of the eight states. Massachusetts is the only exception, with Head Start-only funds administered by the Department of Education.

WHO IS ELIGIBLE?

Much discussion revolves around the issue of which children should be eligible to participate in state-funded programs. Age of the child and socioeconomic status (SES) of the family are the primary eligibility criteria. Table 6 displays the eligibility requirements for these two variables by state program.

Forty-seven percent of the programs serve only four-year-olds, and 37 percent serve three- to four- or three-to-five-year-olds. Ten percent (three programs) serve children from birth to preschool and their parents, while the remaining seven percent (two programs) serve the parents of children from birth to school age. In comparison, well over half (63 percent) of Head Start's services are for four-year-old children and their families. Eleven percent of the children are five years old, 23 percent are three years old, and only three percent are under three years of age (ACYF, 1988). However, Head Start grantees do have the flexibility to serve more three-year-olds, and the under-three population in Head Start is largely served in Parent/Child Centers and in Head Start's migrant programs.

States have taken one of two routes for SES eligibility criteria: two-thirds target programs to disadvantaged children, while one-quarter provide universal access to all four-year-old children in a district or districts. Only two states (seven percent), New Jersey and Wisconsin, have left the eligibility criteria to the discretion of the local school districts receiving state funds.

TABLE 6

Eligibility Requirements of General Enactment Preschool Programs

AT RISK*	UNIVERSAL ACCESS**
FOUR-YEAR-OLDS Louisiana Maryland Michigan New York City South Carolina Texas Washington	**FOUR-YEAR-OLDS** Delaware District of Columbia Maine Pennsylvania Oklahoma
3-4 OR 3-5-YEAR-OLDS Alaska California Florida Illinois Massachusetts New Jersey 2 New York Oregon 1 Vermont 1 West Virginia	**3-4 OR 3-5-YEAR-OLDS** Ohio
PARENTS AND CHILDREN Kentucky Vermont 2	**PARENTS AND CHILDREN** Minnesota
PARENTS Oregon 2	**PARENTS** Missouri

* The use of this term varies among states, although it usually means educationally disadvantaged, low-income, at risk for later failure in school or employment, or chosen from school districts with low achievement test scores.

** This term refers to serving a heterogeneous cross-section of children in a school district.

NB New Jersey, Oregon, and Vermont each have two programs. Each program is designated either by 1 or 2 following the state name.

New Jersey1 and Wisconsin offer programs to four-year-olds at the discretion of the LEA.

Ninety percent of Head Start programs' enrollment must fall below the federal poverty line, which is $11,650 for a family of four. In addition, Head Start must reserve ten percent of its enrollment for children with disabilities. Aside from these national regulations for eligibility, Head Start programs, through their Policy Councils, can individually set enrollment policies and practices that place high priority on enrolling children who are in the greatest need.

At-Risk Children

Many policymakers feel that the limited economic resources of a state should be spent on those children most needing help, thus restricting eligibility to children who meet the state's specific requirements. Therefore, 20 of the 30 general enactment preschool programs are targeted to serve a segment of the preschool population that is most at risk for educational failure. Often, the actual legislation is quite broad and nonspecific in its language as to whom the money will serve. "At risk" is not always defined by the enactment, but usually means educationally disadvantaged, low-income, at risk for later failure in school or employment, or chosen from districts with a history of low achievement test scores. Some states use their own income guidelines, while New Jersey's Head Start model program, Florida, and Washington mandate that at least 90 percent of the children enrolled be below the federal poverty line. Schweinhart et al. (1987) comment that although poverty is a better predictor of school failure than other criteria, programs for children "at risk of school failure" may win more public acceptance than those for children who are "living in poverty."

These targeted programs are a result of extensive research showing that early intervention is more beneficial for at-risk children than for their higher socio-economic status (SES) peers (e.g., Berrueta-Clement et al., 1984; Lazar & Darlington, 1982; Schweinhart & Weikart, 1980; Zigler, 1987). As Zigler (1987) comments, "There is a large body of evidence indicating that there is little if anything to be gained by exposing middle-class children to early education." He also feels that compulsory prekindergarten education would be wasteful:

> *Spreading education budgets to cover preschool education for all four-year-olds would spread them too thin. Such an extension would not only have little effect on the more advantaged mainstream but would also diminish our capacity to intervene with those who could benefit the most (p. 256).*

Universal Access Within Districts

Seven states and the District of Columbia have allocated funds for programs with "universal access." Maine, Delaware, Pennsylvania, the District of Columbia, Ohio, and Oklahoma offer open enrollment programs for preschoolers in a particular school district or districts. Minnesota and Missouri each offer a program with open enrollment to parents and their young children. "Universal access" as practiced by these states is not truly universal, since these states do not have the funds or other resources to make the programs available to *all* children in the state. These programs do, however, attempt to reach a heterogeneous cross-

section of children. The only exception is the District of Columbia, which offers preschool education to all four-year-olds (whose parents choose to enroll them) as part of the public school program.

A controversy exists as to whether states should attempt to mount universal access programs. Some opponents argue that many children whose parents can afford it are already receiving services in private preschools and day care centers, while those children whose parents cannot afford these programs but who would most benefit from them are not receiving assistance. Supporters of universal access programs believe that a heterogeneous cross-section of children in a program is desirable. Schweinhart et al. (1987) suggest that if universal enrollment is considered, states may elect to subsidize services for children from low-income families only, while higher SES families could pay on a sliding-fee basis.

PROGRAM APPROACH IN GENERAL ENACTMENTS

The type of program used will depend heavily on the age of the child the legislation targets and whether the goal is to provide comprehensive services or primarily an early childhood education component. State-funded programs have employed one of four basic program approaches:

- the Head Start model
- child-centered program
- family-focused program
- parent education

The Head Start Model

A small number of state programs have adopted the Head Start model for their general preschool enactment (one of Vermont's programs, one of New Jersey's programs, Alaska, one of Oregon's programs, and Washington). Programs are required to provide comprehensive services, including education, health, social services, parent involvement, and services to children with special needs. Many other programs seek to emulate the Head Start model, but their program features are not as comprehensive as Head Start's.

Child-Centered Programs

Two-thirds of the programs (20 out of 30) focus primarily on providing educational services to children. While all of the child-centered programs have an early childhood education component, some have other features, such as health and nutrition. Some of the programs in the child-centered category have parent involvement, but the limited involvement does not place them in a family-focused category.

These child-oriented programs are mostly half-day (64 percent), with another one-third of the programs offering either a half day or a full day. In two states, Maine and New Jersey, the length of day is determined locally. The full day usually means a six-hour school day rather than an eight-hour work day. The only legislation that requires all district-funded programs to have full-day school sessions is in the District of Columbia.

Most (84 percent) of the child-focused programs are housed in public schools or other public facilities and are classroom-based. The remaining six have both classroom-based and homebased components. The homebased programs focus on the parent. In this type of program, a home visitor goes to the home for a certain number of hours per week in order to foster parenting skills and help parents gain access to community resources. The program also offers socialization experiences for children and their parents.

Texas is the largest of the child centered school-based programs, with 1988 funding at $46 million and an enrollment of 54, 493 children in half-day, public school programs. The Texas Pre-Kindergarten Program was established in 1985 to target four-year-olds who are non-English speaking or whose family income is at or below the federal poverty level. If a school system identifies 15 eligible children, a program must be offered. The program offers an early childhood education curriculum that stresses intensive language development and the preparation of children for kindergarten.

Maryland is representative of several state-funded, child-centered programs. Its preschool program was started in 1979, with the goal of facilitating success in school and later life. The half-day, school-based programs serve four-year-olds in school districts with at-risk children, as evidenced by low achievement test scores. The 1988 budget was $3.3 million for 2,820 children, a $1 million increase from 1987. The preschool initiative was described by a respondent as a "purely educational program, using a comprehensive developmental model." Parent involvement, a nutritious meal, and a mainstreamed setting are offered.

Family-Focused Programs

Family-focused programs are different in nature from child-centered programs in that they involve parents in a more substantive way. However, these programs do not have the comprehensive features of Head Start. Kentucky, Vermont, and Minnesota have implemented programs that serve parents and their infants, toddlers, and/or preschoolers. They are seen as both prevention and intervention programs that seek to provide family support and strengthen both parenting skills and children's learning skills.

Kentucky's Parent and Child Education (PACE) project, begun in 1986, is a combined literacy and parent education program open to parents who have not finished high school, and their three- and four-year-olds. The parents and children in 12 rural districts come to a local school three days a week for a full six-hour school day. Parents spend a minimum of two and one-half hours in basic skills instruction, in preparation for obtaining the GED. Meanwhile, their children are engaged in activities designed to enhance their social, emotional, physical, and

cognitive development. Parents and children spend approximately one hour in a joint activity, including lunchtime and free play. Then, during the children's nap-time, the adults attend a parent education class to enhance their parenting skills. With a funding level of $900,000, the program is serving 540 families in 1988.

One of Vermont's two new enactments supports eight existing Parent/Child Centers, including the one Head Start Parent/Child Center in this state. These prevention programs are designed to provide support and education to families with children from birth to age three. The FY 1988 state allocation of $360,000, which is administered by the Department of Human Services (DHS), is distributed by formula to supplement existing center services rather than to serve additional families. These eight centers offer services in addition to family education—services such as child care, services to pregnant adolescents, training, or resource and referral, depending on the orientation of their sponsor. The centers also have a variety of funding sources in addition to the DHS state supplement.

Minnesota's Early Childhood Family Education Act, enacted in 1985, provides center-based education for two hours a week to parents and their young children. The program is open to all parents of children from birth to the age of five, and is interested in serving a cross-section of the population. In 1988, Minnesota expects to spend $7.5 million to serve 125,000 parents and children. This enrollment figure is by far the largest of any of the preschool programs; at two hours a week, programs are able to serve many more families than are comprehensive half-day or full-day programs.

Parent Education Programs

Two programs that offer primarily parent education services are in Missouri and Oregon. The rationale behind these programs is that parents are children's first teachers, and that children benefit most if the intervention is with their parents. In these programs, parents gain assistance in learning about parenting and child development.

Missouri's Parents as First Teachers program is a result of the 1985 Early Childhood Development Act which requires all school districts to provide developmental, language, hearing, and other forms of screening of children, and to provide parent education. It is administered by the Department of Elementary and Secondary Education with funding to school districts only. The purpose of screening children from birth to age four is to assess developmental progress, including significant delays or accelerations in development. The purpose of the parent education program is to provide appropriate and useful information and guidance to parents of children from birth to four years old. Any parent with a child three years old or younger can sign up for four home visits to discuss the child's development, and for monthly group meetings at a local school. The parent education program is serving 42,000 families in 1988, for a total of $11.4 million.

Oregon enacted two pieces of legislation in 1987, one of which is the Parent as Teacher program. It is targeted to serve at-risk families, particularly parents of children from birth to eight years old. The aim is to strengthen parenting skills so that parents can more effectively foster their children's cognitive, social, and

physical development. This program is being implemented in 1988, with plans to broaden eligibility guidelines, so as to serve a wider spectrum of families in need. Approximately $267,000 has been allocated for the biennium of 1987-1989. The state Department of Education administers the program, and any nonprofit agency is eligible to apply for funding.

FUNDING MECHANISMS

The shape and character of individual state programs often reflect the mission of the sponsoring state agency and of the mechanism used to distribute program funds. The four major funding mechanisms are: (1) the state education agency (SEA) distributes funds to local education agencies (LEAs) without allowing LEAs to subcontract; (2) the SEA distributes funds to LEAs with subcontracting by LEAs allowed; (3) a state administrative agency distributes funds to LEAs or nonprofit agencies (such as Head Start and other community agencies) that apply competitively for funds; and (4) a state administrative agency distributes funds to Head Start only to supplement federal Head Start funds. Since these funding mechanisms appear to have a significant influence on the nature of state-funded preschool services, we will discuss them at length in Chapter Seven.

SUMMARY

In 1988, states are spending a total of almost $225.6 million for preschool programs: $208.8 million for general enactments and $16.8 million for Head Start-only enactments. A total of 319,951 children are being served in preschool programs through state funds. Most programs are child-centered, are offered half-day, and are center-based.

While states vary in the amount of financial resources that they allocate to the preschool effort and in their approach to programming, most state-funded programs target four-year-old children who are at risk for academic failure. Those children are often from low-income families or live in a district that contains a high percentage of low-income residents. Programs typically focus primarily on educational intervention strategies to address the problem of school readiness. Notable exceptions to the early childhood, education-focused programs are those that supplement existing community resources, such as Head Start. These programs typically provide more comprehensive services to children and their families.

CHAPTER 4

How State-Funded Preschool Programs Compare with Head Start

Head Start is a federally funded program with a twenty-three-year track record, national program standards, and a system for regular compliance review. Many states have cited Head Start as an exemplary high-quality program, and base their enactments on the success of Head Start and the Perry Preschool program. However, most state-funded preschools do not regulate implementation of a refined curriculum by trained staff, such as that which contributes greatly to Perry Preschool's success. Furthermore, unlike Head Start, few state-funded programs are comprehensive or family-focused (Zigler, 1987). This chapter discusses how state-funded programs compare with Head Start on three dimensions: comprehensiveness of services (as reported by respondents and as described in written program standards), early childhood education curricula and practices, and licensing of staff and facilities.

COMPREHENSIVENESS OF SERVICES

Head Start

The Head Start model is unique among early childhood programs in its comprehensiveness. There are four major components in the model: education, health, social services, and parent involvement. Each of these components is described below.

The *education* component provides early childhood education services to three-to-five-year-olds. Even though Head Start programs are free to devise their own curricula, the educational services they provide must meet a set of specific standards. Essentially, these standards require that educational experiences be individualized for each child, that activities reflect the rich cultural diversity of Head Start families, and that the program address all areas of development. Parent volunteers are critical members of the teaching team along with two paid staff—one teacher and one teacher assistant.

Head Start is a major provider and broker of *health services* to young children as well. Nutrition, mental health, dental health, and medical screening and services are all part of the health component. A major emphasis of Head Start's approach is to help low-income parents develop ongoing relationships with health care providers and gain more control over their family's health. Programs use a variety of educational and hands-on strategies to help families become more knowledgeable consumers of health and related services.

The *social services* component in Head Start provides assistance to families to gain access to important community services such as counseling, financial assistance, and job training and career education. Family workers are available to each Head Start family to support them through crises, to help them gain a better understanding of child development, and to help them create opportunities for personal growth.

Finally, *parent involvement* in Head Start means both parent participation and decision making about all program operations. Through participation in parent education programs, policy councils and committees, parents become equal partners in the educational process.

In 1973, Congress amended Head Start's enabling legislation to require that the program reserve ten percent of its enrollment opportunities for children with disabilities. Prior to 1973, grantees did recruit and enroll handicapped preschoolers; however, this legislative change added more authority to Head Start's commitment. Over the years, Head Start programs have been the only free, mainstreamed setting for preschoolers nationally, and in 1987 Head Starts served approximately 58,000 preschoolers with disabilities. National policy also requires that Head Start programs follow specific procedures to ensure that children are served appropriately. They include:

- special recruitment efforts
- coordination with public schools and other providers who offer related diagnostic and intervention services
- evaluation procedures that are, whenever possible, interdisciplinary and performed by licensed and appropriate diagnosticians

Most Head Start programs receive specific funds that are earmarked to aid them in serving special needs children. In addition, Head Start programs are monitored periodically by the federal regional staff of ACYF. Monitoring teams make on-site visits to programs to review their compliance with national standards. These teams review records, observe program activities in classrooms and, with parents, interview staff. They then submit their findings to program administrators and indicate areas of noncompliance. Programs usually have a period of ninety days to submit a plan of how they intend to correct areas of noncompliance.

To support Head Start's ability to improve program quality, the national office of ACYF funds a variety of training and technical assistance (T/TA) activities. The major portion of T/TA funds, which totaled $27 million in Fiscal Year 1988, are provided directly to Head Start grantees. The funds are allocated to each program

on a formula basis and are released once a plan developed by grantee administrators is approved. The two other T/TA components are the national network of Resource Centers and the national network of Resource Access Projects which were described in Chapter One.

Because Head Start 's program features and standards for education, health, social services, and parent involvement are so well defined and are universal to Head Start programs (U.S. Department of Health and Human Services, 1984), we used them as the basis of comparison with state-funded programs on comprehensiveness of services. We approached this comparison on two dimensions: administrators' reports of program features and written program standards.

State-funded program features

We asked respondents administering state programs whether their own program was comprehensive. For the 27 programs for which we have information, 15 administrators referred to them as comprehensive, while the other 12 did not. We then asked administrators to identify specific program features and other program characteristics using a checklist we provided. For the checklist, we used program features that are used by Head Start. Table 7 presents a breakdown of program features as reported by the state-funded preschool program administrators.

Every state-funded program except Missouri's and Oregon's parent education programs contains an early childhood education component, and in many programs the bulk of resources goes to that component. The other feature indicated by a majority of program administrators (78 percent) was parent involvement. For the other program features, administrators of over half of the programs—usually the larger, more established ones—reported having some form of program evaluation (59 percent), staff training (59 percent), parent decision making (52 percent), nutrition (56 percent), and a mainstream setting for handicapped children (52 percent). The inclusion of social services (37 percent), medical and dental screening (32 percent), medical and dental services (22 percent), and mental health services (22 percent) is less common.

It is interesting to note the relatively high response to parent involvement, nutrition, program evaluation, and staff training items on the checklist. We attribute these high percentages to the fact that these terms can vary enormously in their meaning . For instance, parent involvement can mean attending school meetings or it can mean taking part in program decision making. Some school districts feel that Head Start's level of parent involvement will not be accepted by their communities. In some states, the program standards state that "parents will be involved in all facets of the program"; however, services are not specified and there is little guidance in how to implement parent involvement, according to some respondents from SEAs. Similarly, the existence of a nutrition component may encompass nutritional counseling and consultation to the program as well as the preparation of nutritious snacks and meals, or it may only mean serving a nutritious snack to the children. Those features with a smaller number of responses appear to have clearer and more commonly accepted definitions in the early childhood field. They are either offered or not, and the service is clearly defined. For instance, mental health services can be offered only by licensed mental health practitioners, and medical and dental services are offered by licensed medical practitioners.

TABLE 7

General Preschool Program Features

	ECE	PARENT INVOLV.	PARENT DECIS.	MED./ DENT. SCRN.	MED./ DENT. SERV.	NUTRI-TION	MENTAL HEALTH SERV.	SOCIAL SERV.	MAIN-STRM.	PROG. EVAL.	STAFF TRAIN.
Programs referred to as comprehensive											
Alaska	√	√	√	√	√	√	√	√	√	√	√
California*	√	√	√			√					√
Florida*	√	√				√		√		√	√
Kentucky	√	√	√			√				√	√
Maryland	√	√				√			√	√	√
Massachusetts*	√	√	√	√		√		√	√	√	√
New Jersey 2*	√	√	√	√	√	√	√	√	√	√	√
New York	√	√		√	√	√	√	√	√	√	√
N.Y.C.*	√	√	√	√		√		√	√	√	√
Oregon*	√	√	√	√	√	√	√	√	√	√	√
S. Carolina	√	√				√		√		√	√
Vermont*	√	√	√						√	√	√
Vermont 2*	√	√	√					√	√	√	
W. Virginia	√	√	√	√	√				√		√
Washington*	√	√	√	√	√	√	√	√	√	√	√
Programs not referred to as comprehensive											
Delaware	√	√									
District of Columbia	√	√									
Illinois*	√	√	√			√			√	√	√
Louisiana	√										
Maine	√										
Michigan	√	√	√								
New Jersey 1	√	√				√	√		√	√	
Ohio	√										
Oklahoma	√										
Pennsylvania	√	√	√	√		√			√	√	√
Texas	√										
Wisconsin	√										
	100%	78%	52%	33%	22%	56%	22%	37%	52%	59%	59%

*Head Start receives funds.

In two cases, program administrators referred to their programs as "Head Start-like," indicating they have adopted some of Head Start's components (Vermont, New York City). In New York City, almost all of Head Start's components are addressed, but neither to the degree nor the specificity of Head Start performance standards. In three states—New Jersey, Alaska, and Oregon—programs have adopted all of the Head Start standards and eligibility criteria. In these cases, we refer to states as having used the Head Start model. Washington state has adopted all standards except for 70.2 (parent involvement), stating that the level of involvement is comparable to that of Head Start.

Written Program Standards

Because program features can be open to interpretation, we asked program administrators to send us written program standards. Almost three-fourths of the programs have developed program standards for the education component and for other components when offered. Some states do not have statewide standards. One administrator said, "We're not that formal." In other states, program content is determined at the local level. In these cases, only a few districts may have developed standards, as in Maine and Illinois. Delaware, Vermont, and Ohio are in the process of developing standards.

While we did not receive standards from every state with a program, those that were sent to us showed wide variation in standards and guidelines, ranging from very general to very comprehensive. Three states with large amounts of funding — Texas, Massachusetts, and California—have taken different approaches in presenting standards and guidelines for implementing their preschool programs. The Texas program and standards are strictly for the early childhood education component. The Texas manual, Priority '86, A Guide for Prekindergarten Education (Texas Education Agency, 1986), describes and provides ideas for implementing the state prekindergarten program. The guide includes prekindergarten elements and subelements divided into five areas: communication development, cognitive development, motor development, fine arts, and social/emotional development. It stresses intensive language development and focuses on developmentally appropriate learning activities that prepare children for the language requirements of kindergarten. Materials, room arrangements, and schedules are suggested, and staff qualifications and ratios are explained. The program follows a public school model, with a staff/child ratio of up to twenty-two to one.

Massachusetts standards go beyond the early childhood curriculum to include components for other services. In Massachusetts, Chapter 188 required the State Board of Education to establish standards for prekindergarten programs which meet or exceed the existing Office for Children (OFC) standards for programs that serve three- and four-year-old children in whole and half-day programs. OFC is currently the licensing agency for early childhood programs outside the public schools. In several instances, the standards exceeded those of OFC.

Program standards are closely aligned with those recommended by the National Association for the Education of Young Children in its accreditation policy (NAEYC, 1987). Massachusetts' standards include 11 program features: curriculum; physical environment; interactions among staff and children, as well as

among children and peers; family involvement; staff qualifications and staff development; staffing; health and safety; nutrition and food service; transportation; administration; and evaluation. For each feature, a goal is stated, followed by the standards necessary to meet that goal.

California has the most comprehensive program standards of all the state-funded preschool programs that have not adopted Head Start program standards in full. California standards are also the Program Quality Review Instrument, intended for use in reviewing the quality of center-based programs serving preschool-age children. This instrument can be used to fulfill three distinct purposes: self-review by program staff, a teaching tool, and an objective review of program quality by the Office of Child Development in order to monitor and score programs for program quality (California State Department of Education, 1984).

The instrument is divided into five components: administration, developmental program, staffing, support services, and family and community involvement. There are several strands within each component that consist of descriptive items. Each strand is associated with five levels of attainment. Level 3 of each strand has been set as the minimum standard or compliance level. Levels 4 and 5 are considered goals that may not be possible or appropriate for every program to attain.

California Head Start programs have had substantial involvement with the state-funded, child development program since its inception in 1966. A large number of state child development programs are co-located with Head Start programs. This means that the co-located programs receive both Head Start and State Preschool funds, and that children from both programs participate in the same class(es) and are provided the same level of services. In 1980, a state congressional investigation determined that Head Start was, in effect, subsidizing the state program in classrooms where children from both programs were located because Head Start was paying a disproportionate share of the expenses. As a result of this investigation, a formal agreement was drawn up, specifying that when a classroom contains both Head Start and state preschool children, the children must meet Head Start eligibility guidelines.

Recently, the State Department of Education and ACYF approved program indicators for co-located programs. The indicators were developed by a committee representing the California State Department of Education, the Office of Human Development's ACYF staff, and invited program directors of co-located programs. Both agencies agreed that local programs would adhere to the more stringent of the two requirements (State Preschool or Head Start). Following this approval, the San Bernadino County Preschool Services Department drew up an instrument, the Consolidated Program Quality Review, that includes these indicators, as well as guidance on how to use the indicators (Human Resources Agency of San Bernadino County, 1987). The instrument combines Head Start Performance Standards (SAVI) and Program Quality Review (PQR) instruments into one document. All Head Start performance standards that are mandated by law are included in levels one through three in this consolidated document. Head Start respondents feel that this document, and the agreement, have enhanced the quality of both programs.

EARLY CHILDHOOD EDUCATION CURRICULUM AND PRACTICE

NAEYC Standards

The National Association for the Education of Young Children (NAEYC) has developed a guide for developmentally appropriate practices in early childhood programs. Its position statement on practices for four- and five-year-olds is recognized as the standard of good practice in the early childhood field (NAEYC, 1986). NAEYC also offers accreditation of early childhood centers from its National Academy of Early Childhood Programs (NAEYC, 1987). The guidelines cover areas such as curricula, teaching strategies, adult-child interactions, relations between the home and the program, developmental evaluation of children, and credentials and experience of staff.

The guidelines are accompanied by a set of integrated components that describe both appropriate and inappropriate practices for each age group—infants, toddlers and four- and five-year-olds. This set of components is helpful to practitioners in operationalizing the term "developmentally appropriate." When this publication first appeared in 1987, the Commissioner of ACYF distributed a copy to each Head Start program with a cover memorandum encouraging grantees to use the document as a supplementary tool for the education component.

The academy defines a high-quality, early childhood program as one that meets the need of and promotes the physical, social, emotional and cognitive development of the children, parents and staff who are involved in the program. The academy concerns itself with the overall high quality of a program; therefore, not all standards need to be 100 percent achieved. In those cases where Head Start programs are meeting all the Performance Standards, programs will have no difficulty with the accreditation process. The criteria the academy views as being essential to high-quality programming are staff/child interaction and developmentally appropriate activities.

The Continuing Controversy Over Curricula

A controversy still exists between those in elementary education and those in early childhood education, child care, and Head Start. The "turf" battle between the two groups has its origins in the historical distinction between self-consciously "educational" programs and those programs that care for young children while their parents are working (Grubb, 1987). A basic misunderstanding continues to exist as each group tends to generalize from the worst examples it sees of the other side.

The biggest difference is not whether a program uses a published curriculum, but whether it is developmentally appropriate. According to Head Start respondents, their staff are concerned about an overly structured and formalized environment in the public schools, tending to see public school programs as didactic, "too academic," "kindergarten-like," or inappropriately focusing on "back to basics."

On the other hand, some (but certainly not all) staff in public schools who are less experienced with developmentally appropriate practices characterize Head Start staff as babysitters or caretakers. Yet, early childhood education experts agree that a preschool curriculum should not be overly academic in its approach. As Zigler points out, "Playing is the job of 4-year olds." (Trotter, 1987). Good practices would include a curriculum that helps children develop the skills necessary for successful learning. The aim of the curriculum would be to ease the child's transition into school (Futrell, 1987). Unfortunately, curricular demands of kindergarten have intensifed, with inappropriate demands, skills mastery, and paper and pencil curricula. These demands have trickled down to preschool programs as well (Egertson, 1987).

There does seem to be an attempt at convergence, as each type of program learns more about the other. In Ohio, for instance, Head Start staff see some promising efforts by the state Department of Education to cooperate and collaborate with Head Start on developmentally appropriate activities and curricula, and Ohio's State Department of Education recently allocated $150,000 to Head Start to develop curriculum materials.

Head Start

NAEYCs guidelines for developmentally appropriate practice are very similar to Head Start Performance Standards. Head Start programs do not have a standardized "national" curriculum that they follow. While NAEYCs publication is more up-to-date and cites relevant research, both documents cover many of the same areas:

- importance of including a variety of activities that promote cognitive, language, social and physical development
- necessity for observation and assessment
- balance between age-appropriate activities and activities that meet individual needs and interests
- importance of communication with parents and their involvement
- need for curricula to reflect a respect for cultural diversity

The Head Start Performance Standards are a set of principles accompanied by implementation guidelines that create a framework for the early childhood education component in Head Start. While all Head Start programs must follow the Performance Standard, some have elected to use and/or adapt published curricula commercially available to preschool programs. In 1986, ACYF asked program directors to indicate the type of curriculum they used and the number of children who participated. Thirty percent of Head Start's children participated in a locally modified version of a published curriculum, six percent participated in High Scope, and less than one percent participated in the Bank Street Model, Far West Responsive Environment, or Montessori. Over half the children participated in some other unspecified curriculum, and the remaining six percent in no specified curriculum, (Project Head Start Annual Program Information Report, 1986).

The same question was asked on the Program Information Report regarding bilingual curricula. The breakdown is as follows: locally modified version of a

published curriculum, 23 percent of the children; Amanecer, 21 percent; Alerta, 4 percent; Nuevas Fronteras de Aprendizaje, 8 percent; Um Marco Abierto, six percent; and other, 38 percent. These curricula were developed by ACYF in the late 1970s to respond to the growing number of Hispanic children enrolled in the program. Multicultural Resource Centers funded by ACYF provided training to grantees in the use of the curricula.

Head Start children attend the program for a minimum of three and one-half to four hours per day, and many receive breakfast and lunch. Currently, Head Start programs vary enormously in their hours of operation. In addition, the average class size in Head Start nationally is 18 children. The child/staff ratio is currently twenty to two. A teacher and an assistant teacher now staff each classroom, and are assisted by a volunteer whenever possible.

ACYF is publishing a notice of proposed rulemaking in the Federal Register which will create specific, minimum standards, relating to contact time, staff/child ratios and staff qualifications. The proposed regulations require Head Start programs to operate at least three and one-half hours per day. In addition, programs must operate at least 128 days annually. Class size would also be somewhat altered if the proposed regulations were adopted. For example, the recommended class size for four- and five-year olds is an average of 17 to 20 children, with no less than 13 and no more than 20. Class size for three-year-olds is recommended to be no fewer than 13 and no more than 17 children, with a grantee average of between 15 and 17 children. Classroom size for children who are enrolled in a program offering double sessions would be slightly less than these numbers.

State-funded Preschool Programs

The curriculum that a state-funded preschool program uses will, in large part, depend on the philosophy of the state education agency or the LEA (if program content is determined locally). All of the programs for children have an early childhood education component, some emphasizing reading readiness or skill development and preparation for kindergarten, others focusing on emotional and social development.

For those states with written program standards, we sought to determine whether the SEA developed its own prekindergarten curriculum, adapted a pre-packaged curriculum, or perhaps recommended a published curriculum. Of the 11 states for which we have information, all had developed guidelines for the implementation of a curriculum in the program. However, states differed as to whether the SEA decided on the curriculum or left it to the local program to develop. In Maryland and South Carolina, a state-specified curriculum, or an alternate program approved by the SEA, was used. Missouri's parent education curriculum is based on Burton White's research on early childhood development and is endorsed by the Department of Elementary and Secondary Education.

In two other states, published curricula have been used by local programs. In Louisiana, for instance, of the programs participating in program evaluation, half reported using the Peabody Language Development Kit; others included the Britannica Early Childhood Program, Chapel Hill Outreach Materials, and

Beginning Milestones, published by DLM. Texas, as part of its state textbook adoption process, has adopted several published learning systems for the state pre-kindergarten programs. The SEA pays for one set of materials per system. Beginning Milestones has been used by two-thirds of the programs, Early Foundations (Holt Reinhart) by one-fifth, and Brigance Prescriptive Readiness by 12 percent.

Finally, four states (Massachusetts, New York, California, and Washington) have not recommended specific published curricula, but do provide guidance on meeting standards to achieve goals. All specify that curricula contain written activity plans and developmentally appropriate activities, materials, and equipment. The Massachusetts standards are closely aligned with those recommended by NAEYC in its accreditation criteria and procedures (NAEYC, 1987).

LICENSING OF STAFF AND FACILITIES

Thus far, we have seen how Head Start compares with state-funded preschool programs on program comprehensiveness and curriculum and practices. However, it is in the third area, licensing for facilities and teaching personnel, that the differences between Head Start and state-funded (particularly public school) preschool programs are the greatest. Head Start programs and day care programs are licensed by the same department, usually Human Services, Welfare, or Community Development. The state licensing requirements for education and/or training of personnel in day care centers and Head Start programs are often minimal. On the other hand, the standards set by these departments for physical facilities (health and safety concerns) are quite strict. In contrast, public school programs have less stringent licensing standards for physical space, but usually have strict standards for teacher certification.

Teacher Credentials

This aspect of state funding of preschool programs generates a great deal of controversy. The debate centers on what is the most important qualification for teachers—experience working with preschool children, a college degree, or a public school teaching credential. Research has demonstrated that the amount of job-related training in early childhood education, rather than formal schooling or a college degree, is related to program quality and effectiveness (Ruopp et al., 1979). Both Head Start respondents and state education administrators in our study cited the differences in required credentials as a major barrier to Head Start receiving state funds or working with LEAs to provide preschool programs.

NAEYC. In its accreditation guidelines (NAEYC, 1987), NAEYC recommends a bachelor's degree in early childhood education (ECE) or child development for the Early Childhood Teacher. This person is a professional who is responsible for the care and education of a group of children. The Associate Teacher should have a Child Development Associate (CDA) credential or an associate degree in early childhood education or child development. This person is a professional who

independently implements program activities and may be responsible for the care and education of a group of children.

Head Start. Generally, Head Start programs must meet the staff training requirements established by whatever state agency licenses day care and Head Start programs. For a head teacher or lead teacher, many states are moving toward requiring an associate or bachelor's degree in early childhood education (ECE) or child development, or a Child Development Associate (CDA), competency-based credential. Therefore, many Head Start teachers have the relevant coursework and experience necessary for working with young children, but often do not have the formal college education and public school teaching credential required by SEAs in order to teach in a public school program. According to a few Head Start directors, even though their teachers have appropriate credentials, the fact that the Head Start program is licensed by a state Department of Welfare creates an "image" problem.

In its draft regulations, ACYF is for the first time proposing required qualifications for staff. According to these proposed regulations, every Head Start classroom teacher must have a CDA credential as a Preschool or Infant-Toddler Caregiver in center-based programs; or have a state-awarded certificate for preschool teachers which meets or exceeds the requirements for a CDA credential; or have an associate, baccalaureate, or advanced degree in early childhood education; or have a degree in a field related to early childhood education with experience in teaching preschool children, and have a state-awarded certificate required to teach in a preschool program.

State-Funded Preschool Programs. All but three state-funded preschool programs have established requirements for their teachers or head teachers. These requirements range from minimal (for example, a bachelor's degree in any field; no training required) to very specific education or training in early childhood education. See Table 8 for the *minimum* credentials required for teachers in state-funded preschool programs.

Two-thirds of the general preschool programs require a college degree and a public school teaching credential for their teachers. Just under half the programs require a bachelor's degree in ECE or a related field, while one-fifth require a bachelor's degree in any field. In addition to a college degree, a teaching credential is required in these programs. Many of those programs requiring a B.A. degree and a teaching credential are in public schools, restrict funding to LEAs only , and do not allow subcontracting. However, four programs (Massachusetts, the New York City Giant Step program, Minnesota, and California) have provisions for waivers of teaching credential requirements if the program is operated by Head Start.

In Washington State's Early Childhood Education and Assistance Program (ECEAP), a two- or four-year degree is required of any staff, even Head Start teachers. However, if a program can effectively demonstrate that it advertised for the position and could not meet the requirement, the state funding agency (the Department of Community Development) will waive the requirement. This happens primarily in rural areas.

TABLE 8

Minimum Credentials Required for Teachers in State-Funded Preschool Programs

1	**B.A. DEGREE IN ECE + PRE-KINDERGARTEN PUBLIC SCHOOL CERTIFICATION** Maryland (Pre-Kindergarten-3) Delaware (Pre-Kindergarten-2) Ohio (Pre-Kindergarten) Oklahoma (Nursery-Kindergarten) Michigan (ECE endorsement)
2	**A.A. DEGREE IN ECE OR CDA AND TRAINING IN ECE** Washington (either)* Florida (CDA)* Illinois (CDA) (One of 2 options; see #4.)* Missouri (either) California (child center permit)*+
3	**B.A. DEGREE IN ECE + NON PRE-KINDERGARTEN PUBLIC SCHOOL CERTIFICATION** Massachusetts (Kindergarten-3)*+ Pennsylvania (Nursery-3 or Kindergarten-6) South Carolina (K-4)
4	**B.A. DEGREE IN ANY FIELD + PRE-KINDERGARTEN PUBLIC SCHOOL CERTIFICATION** New Jersey (some course work in ECE) New York City*+ New York Illinois (some coursework in ECE + ECE certification)*
5	**B.A. DEGREE IN ELEMENTARY EDUCATION + PUBLIC SCHOOL CERTIFICATION** Wisconsin (Kindergarten or Nursery) Texas (Kindergarten or ECE or Elementary or ESL or Voc Ed)*
6	**B.A. DEGREE IN ECE RELATED FIELD + PUBLIC SCHOOL CERTIFICATION** Louisiana (ECE or Kindergarten or Elementary 1-8) District of Columbia
7	**DEGREE PREFERRED BUT NOT REQUIRED** Kentucky (some coursework in ECE + experience in childcare) Vermont (left to discretion of LEA)*
8	**B.A. IN ANY FIELD + NON PRE-KINDERGARTEN PUBLIC SCHOOL CERTIFICATION** Maine West Virginia Minnesota+
9	**NO CREDENTIALS** Alaska (resident of village)
	* **Head Start programs receive state funds.** + **State agency may waive public school certification for Head Start teaching staff.**

The only five states recognizing the CDA credential for teachers in a state-funded preschool program are Florida, Illinois, Missouri, California, and Washington. They accept it either for programs directly contracting with the state (California and Washington) or for those subcontracting with an LEA (Florida and Illinois). Illinois has two options for credentials. One is the CDA and the other is a bachelor's degree with public school certification. Missouri does not subcontract to Head Start for teaching services, but does subcontract for health services. While the majority of state-funded programs do not recognize the CDA credential as a permissible credential for *teachers* in a state-funded preschool program, they often allow a CDA or A.A. degree for *associate teachers.*

The small number of states permitting the CDA for their state-funded preschool teachers is in direct contrast to the 38 states and District of Columbia that have incorporated the CDA into state licensing regulations as an option for child care staff qualifications. The CDA is obviously still seen by many state education agencies across the country as a child care credential and not an educational credential . For them, "quality means a B.A. degree."

CHAPTER 5

Head Start's Collaboration in the Development and Implementation of State-Funded Preschool Efforts

Head Start's collaboration in both the development of state-funded preschool enactments and in their implementation has varied quite widely among the states. The level of involvement has depended on a number of factors, including the age of the legislation; the history of previous collaboration among Head Start, SEAs, and LEAs; whether Head Start is requesting funding; whether interagency agreements were forged; the strength of the state Head Start directors association or of individual Head Start directors; the presence of state education administrators who have a particular interest in Head Start; and the willingness of people to work together on the coordination of services.

Collaboration is important for both Head Start and the state-funded programs. There is an underserved population of disadvantaged children who can be served more efficiently if the programs coordinate their services, thereby enhancing the expertise of each. Early childhood experts have stressed the need to coordinate new programs with Head Start, but this has not always been the case, particularly in public school programs. Community resources that provide comprehensive services must not be ignored in favor of exclusively school-based programs (Blank, 1985). Unfortunately, some new state programs have begun without using the expertise of early childhood educators. Blank points out that early childhood professionals must take the initiative to become involved, rather than waiting to be asked to participate.

This chapter discusses Head Start's involvement in various phases of legislative activity in general enactments, Head Start-only enactments, and in proposed legislation; in coordination between Head Start and state-funded programs as a result of legislation; and in interagency initiatives and agreements.

HEAD START'S PARTICIPATION IN LEGISLATIVE ACTIVITY

Overview

There is wide variation in the age of general enactments for preschool education and in Head Start's collaboration in the development and implementation of these state-funded programs. In several states, kindergarten legislation served as the basis for enabling legislation to make provisions for preschool programs. For example, in New Jersey and Pennsylvania, the original legislation was passed at the turn of the century. Other states passed preschool legislation in the 1960s, making it difficult to trace the contribution of Head Start in the legislative process. Many of the current SEA administrators were not in their positions when the legislation was passed and do not have access to the names of those who were involved twenty years ago. However, in 25 of the 30 general enactment programs, Head Start's participation is traceable. There is less variation in the eight Head Start-only enactments; most have been enacted since the mid-1980s, and Head Start has participated in all eight of them.

Head Start program staff at the local level have been and can be involved in a variety of ways in planning state-funded preschool legislation for general enactments and Head Start-only enactments:

- representing Head Start on state advisory boards
- providing written and oral testimony at hearings
- meeting with legislators and governors to provide data
- inviting legislators to visit Head Start programs
- helping draft legislation

Current General Enactments

Twenty-five of the 30 general programs have been enacted in the 1980s. The levels of involvement by Head Start range from participating in the entire legislative process (10 enactments), to working on one aspect of the legislative process (six enactments), to very limited or no involvement in legislative activity (nine enactments). This involvement and advocacy have often occurred even when it was clear that Head Start would not receive monetary support from the legislation. Head Start staff reported that they participated because they recognized the need to serve more preschool children and their families as well as the need to coordinate Head Start's services with new, state-funded programs.

Head Start directors have served on state committees before, during, and after legislation has been passed. Committees have included state advisory boards, governors' commissions, and blue ribbon panels that included a cross-section of representatives from the early childhood education community. In 42 percent of the general enactments, Head Start was represented on a statewide committee, whether or not Head Start was eligible to receive allocations as a result of the enactment.

A state advisory board is sometimes convened by the governor to study the issue of preschool and related services. The advisory board may or may not recommend proposing legislation. If legislation is being considered, the advisory board works together on a regular basis. Once legislation has passed, the advisory board often continues to meet in order to help set up the competitive grant process, then monitors the program's process. In New York City, Head Start directors of delegate programs worked closely with the Agency for Child Development and the Board of Education on the implementation of the Giant Step program.

For two of the 30 programs, Head Start's participation in the legislative process was limited to representation on a state advisory board before or during the formulation of the legislation (Delaware and Minnesota). For an additional ten programs, Head Start was more extensively involved in the development of legislation; the state directors association and/or other Head Start groups were represented on a state advisory committee and advocated for the enactment's passage. These included programs in Massachusetts, New Jersey, New York City, the District of Columbia, South Carolina, Florida, Illinois, Michigan, Oregon, and Washington.

Advocacy activities included providing written and/or oral testimony to a legislative subcommittee or to the House or Senate. In a few states, Head Start staff wrote a position paper or testified in person. Members of Head Start also met with their local legislators or the governor, informing them of Head Start's contribution and needs. In Ohio, several Head Start directors communicated with state department of education administrators and with local superintendents of schools.

For five of the 30 programs, Head Start was not represented on an advisory board because representatives were not invited or because an advisory panel did not exist. However, in these five cases (Vermont's two programs, Kentucky, Texas, and Missouri), as well as in four other states, Head Start staff were asked to provide necessary technical information to those working on legislation. This information included the number of children Head Start serves in the state, estimates of the number of unserved eligible children, anticipated shifts in population, gaps in service areas, and information on program components and curricula. For instance, the ACYF Region VI office was asked to provide data necessary for legislative development and had considerable dialogue with Texas Education Agency officials about the pros and cons for early childhood education.

In Vermont, where there is no state advisory board, Head Start directors met with the governor and with their local state representatives to discuss Head Start's contribution to early childhood education in the state, and to testify before the House Education Committee. In fact, Vermont's Head Start directors had been quite active in supporting early childhood education legislation.

We now present three different examples of Head Start's direct involvement in state legislative activity for general enactments: Washington, Illinois, and Michigan. Washington represents a case of extensive Head Start involvement in a preschool enactment. Washington's state advisory committee had representation by at least seven Head Start directors. In addition, the State Directors Association, the Head Start Parents Association, and individual Head Start personnel provided testimony for passage of the legislation. The ACYF Region 10 office also participated by providing information to the state legislature. With this active involvement by Head

Start, the Washington enactment did ultimately include a comprehensive program using the Head Start model.

The Head Start community in Illinois, a state with funding to LEAs and subcontracts to Head Start, was actively involved in the legislative process. For example, the Head Start Association prepared a position paper on the proposed legislation and sent it to state legislators. Two Head Start directors and the Region V RAP director served on the Early Childhood Task Force coordinated by the state Board of Education. Head Start helped plan the RFP and the criteria for evaluating programs. Three more Head Start directors and Resource Center staff were later asked to review grant proposals and to evaluate programs. A pamphlet on parent involvement written by Head Start directors was distributed to the LEAs. During the first year of funding, Head Start received subcontracts in about 10 percent of the 98 programs funded through school districts. They continue to be involved with the SEA, with plans for further collaboration.

Michigan is an example of a state with heavy Head Start involvement without immediate financial benefit to the Head Start community. Head Start was represented significantly on the state advisory board. Furthermore, the Head Start Directors Association and individual programs were involved in advocacy efforts. Michigan has a high proportion of public school districts that are Head Start delegate agencies. A delegate agency that offers a Head Start program is part of a larger umbrella organization that serves as the Head Start grantee and distributes funds to the delegates. These delegate agencies in particular were active in advocacy efforts. The regional office attended planning meetings, and Head Start standards were reflected in the legislation.

The Michigan legislation ultimately funded LEAs only on a competitive basis, with no subcontracts allowed. Head Start participated so extensively because it saw the need for quality early childhood developmental care. Because of Head Start's involvement in passage of Michigan's 1985 enactment, there are now more possibilities of cooperation between Head Start and public schools.

Head Start-Only Enactments

Although the legislative processes are often the same, the extensiveness of Head Start involvement in Head Start-only enactments is quite different from that of general enactments. Head Start programs, usually through their state directors' associations, have been the catalyst for legislation providing for supplementary or expansion funds.

Head Start's involvement has been by individual Head Start directors, the Head Start Directors Association, the Head Start Association (including parents and staff), and the regional ACYF staff. In most states, Head Start has a membership organization, the Head Start Association, of which the Head Start Directors Association is either a subset or a separate organization. The association is used for a variety of purposes: to plan events such as conferences and workshops, or to discuss issues of importance to Head Start programs, staff, and clientele. The Association is a dues-paying organization that meets regularly and has various standing committees. In quite a few states, the Association has served as a

springboard for state legislation that relates to Head Start. State associations are connected to a regional association and have representation on a regional board. In turn, the regional association has representation on the board of the National Head Start Association.

In all but one of the eight states with Head Start-only enactments, the impetus for legislation came from Head Start. Head Start directors and directors' associations were very active in helping draft legislation, meeting with key legislators, mobilizing parents, testifying at legislative hearings, and working with ACYF.

In some states, Head Start directors have invited their local legislators, sponsors of the legislation, and the governor to visit Head Start centers in order to get a real flavor of the comprehensiveness of Head Start programs. In Rhode Island, Head Start directors, children, and parents visited the State House in a large delegation, bringing pictures and messages to the governor.

The one exception is Maine, where legislation was initiated by the majority leader of the House of Representatives rather than Head Start directors. After the legislation was proposed, directors and parents testified and the bill was passed. In the past two years, however, there has been a dramatic shift in the level of involvement by the Maine Head Start Directors Association. The group is now collecting data on turnover and disparity in pay, and is attempting to secure funds for salary enhancement in addition to program expansion.

Head Start directors must agree on the use of the funds that they request from the state legislature, and must work together to present a compelling need for this additional money. The first step is often to acquaint legislators with the purpose of Head Start and the extent of services already offered in a particular state and, finally, to discuss the challenges that Head Start programs are facing. Negotiations between possible sponsors of a bill and representatives from the Head Start community are labor intensive and can require compromise on the part of the Head Start community.

For the Head Start community, guaranteeing state supplemental funds is a continuous process. Ongoing negotiation and justification of funding are crucial so that even if dollar increases are not possible from year to year, at least level funding is achieved. When Massachusetts Head Start directors were requesting a second year of funding, they mobilized staff and parents to participate in a Head Start Day at the state capitol. They provided legislators with a "report card" of the impact of the first year of state supplemental funding allocated to Head Start agencies the previous year. This strategy proved sucessful; it resulted in a $1.7 million increase in state suplements.

Proposed or Planned Legislation

Eleven states are planning or have proposed legislation for preschool programs. Four of these states already have some form of state funding and are seeking to institute a second program (see Table 9). In all states but New Hampshire, the state education agency would administer the program.

TABLE 9

States in Which Funding is Proposed or Planned

STATE	NAME OF BILL & YEAR	PROGRAM DESCRIPTION	AGEN. ADMIN. PROG.	ELIGIBILITY REQUIR. FOR CHILDREN TO ENROLL		HOW FUNDS ARE DISTRIBUTED
				AGE	INCOME/OTHER	
COL	1988 (Signed May 24) Article 28 of HB 1341 Preschool Program for Language Development	The program seeks to reduce the language and experience deficits of at-risk children and to assist their parents. Larger goal is to reduce long-term effects of early school failure. Each district program must have local advisory council and parental involvement.	DOE	4	At-risk children (in need of language development)	Allocations to LEAs; subcontracts to Head Start possible
IND	1987 Public Law 390 Funding Available in July 1988	Preschool program is one of nine components in a $20 million enactment to provide educational opportunities for at-risk children.	DOE		Educationally disadvantaged, at-risk (to be determined by LEA)	Allocation to each LEA based on 3-part formula (poverty level, single parents, parents over 19 w/out H.S. diploma)
IOWA	Department of Education Proposal for 1992	The program would provide preschool for all 4-year-olds. Though pre-kgn. not mandated for start-up in 1992, plans are still in progress.	DOE	4	Universal access with parent's consent	Allocation to school districts; subcontracting encouraged
	Senate File 2192 Established May 1988	A statewide child development coordinating council established; includes participation by ACYF and a Head Start Parent.	—	—	—	—
KY	Report prepared for legislature, Jan. 88	Program would be a comprehensive model offered to at-risk children. Emphasis is placed on health and education.	Not available	Open	At-risk	Determined by greatest need
NC	Legislation anticipated for upcoming biennium	Program is under consideration to offer comprehensive services to young children. Parental involvement and local advisory councils are considered to be important components.	To be determined	3-4	To be determined	To be determined
NH	1988 HB 1112-FN-A	Head Start-only enactment providing $225,000 for staff salary enhancement.	DHR	—	Head Start Eligible	Formula allocation directly to Head Start grantees

CONTINUED ON NEXT PAGE

TABLE 9

States in Which Funding is Proposed or Planned (cont.)

STATE	NAME OF BILL & YEAR	PROGRAM DESCRIPTION	AGEN. ADMIN. PROG.	ELIGIBILITY REQUIR. FOR CHILDREN TO ENROLL		HOW FUNDS ARE DISTRIBUTED
				AGE	INCOME/OTHER	
RI	1987-88	The five-community program will serve disadvantaged children in one of three ways: expand to full-day kgn., lower teacher/child ratio in kgn., offer pre-kgn. for four-year-olds.	DOE	4	Children in districts who are at risk, as evidenced by Ch. 1 and high drop-out	Noncompetitive grants
VA	Possibly 1988 House joint res. 299 Senate joint res. 167 Legislation now on hold.	Preschool education/services to be offered to disadvantaged children. Head Start submitted testimony.	DOE	4	rates Targeted to children disadvantaged by health, social or economic handicaps	To be determined

In these eleven states, Head Start has become increasingly involved in legislative activity and is playing a major role in seeking state funds. The Head Start community now has the benefit of experiences in other states, and its strength as a force in the state preschool movement is growing. Several states are "on the brink" of passing legislation. In New Hampshire, Iowa, Colorado, New York and North Carolina, for example, individual Head Start directors and directors' associations have been at the center of activity.

The New Hampshire legislature recently passed a Head Start enactment allocating $225,000 for salary enhancement, administered by the Department of Human Resources. The Head Start community in this state, long despairing of any state support, organized rapidly to mount an effective lobbying effort for passage of the bill. Essential to their efforts was direct and ongoing personal contact with key legislative supporters as well as persuasive presentations by Head Start parents at public hearings.

Connecticut convened a four-year-old education task force, that included Head Start representation, to explore options for state-funded services to preschool children and their families. The pilot program that was under consideration was not established. However, a bill recently passed by the Connecticut legislature will create a Demonstration Family Resource Center program in three communities. Funded at a level of $375,000 for an initial nine-month period, this program will be administered by the State Department of Human Resources. Family Resource Centers will be housed in school buildings and will offer child care for three- to five-year-olds, family day-care provider recruitment and training, after-school care, support services to parents, teen pregnancy prevention, and adult literacy programs.

The bill was drafted in cooperation with Ed Zigler and is modeled after his idea of the "school of the 21st century." Grants for the three sites will be awarded on the basis of competitive RFPs with either towns or Boards of Education serving as grantee agencies.

Since the 1960s, New York has funded a program for economically disadvantaged preschool children and has awarded the money to LEAs only, with no subcontracting allowed. In the past two years, Head Start and the New York State Child Coordinating Council (day care) have forged a coalition to work with legislators to increase prekindergarten dollars and make Head Start and day care programs eligible for those funds. Although the bill failed in 1987, it has a good chance of passing in 1988. Half of the $40 million would go to public schools, and the other half would go to Head Start and day care for salary increases and additional slots.

COORDINATION WITH HEAD START AS A RESULT OF LEGISLATION

Whether or not Head Start benefits monetarily from the state enactment, some states have mandated collaboration between education departments and Head Start. In seven states, the legislation required coordination with Head Start in the implementation of state-funded preschool programs, either at the state level or the local level. For instance, in Florida, a Head Start representative sits on a statewide interagency coordinating council. In addition, at the local level, each school district must have an interagency council requiring the participation of three members from the early childhood community and one Head Start representative. Head Start programs are eligible for funds through subcontracts with LEAs.

The enactment in Washington calls for setting up a state advisory committee that includes a Head Start representative. At the local level, Head Start and LEAs are required to demonstrate, in grant proposals, how they will collaborate in programming. Also at the local level, collaboration takes place regarding transition of children from preschool into the regular school system. Representatives of the LEA agree to meet with Head Start program representatives to secure necessary information, and the Region X ACYF administrator reviews Head Start applications for state funds.

In Illinois, where subcontracting is allowed, a memorandum of possible coordination between Head Start and the state Board of Education has been drawn up. Signed by the State Board and the Head Start Association, it was distributed to LEAs and Head Start programs. It is a listing of suggestions rather than an actual agreement, because the Board of Education was not ready to draw up a formal agreement.

In Texas, the state program guidelines encourage school districts to coordinate their state pre-kindergarten program for four-year-olds with such existing programs as Head Start. However, the manual does not specify how coordination would be achieved; rather, it states, "Coordination in this instance could entail a certified

teacher instructing children for three hours and Head Start personnel working with the same children for the remaining time."

INTERAGENCY INITIATIVES

Over the years, ACYF has undertaken a number of interagency efforts designed to strengthen Head Start's services to children and families. These initiatives have traditionally begun with a federal interagency agreement that leads to cooperation on state and local levels and that enables this cooperation. Two recent and ongoing initiatives that are relevant to Head Start programs' relationship to state-funded preschools, particularly those administered by SEAs, are services to preschoolers with disabilities, and transition from Head Start to public school.

Preschoolers with Disabilities

In 1978 an interagency agreement was signed by the Administration for Children, Youth and Families, the Department of Health and Human Services, and the Office of Special Education and Rehabilitative Services (OSERS) in order to collaborate on providing services to young handicapped children. The agreement stated the importance of Head Start programs and OSERS-funded programs (particularly those in public schools) working together to accomplish the goals established by the Education for all Handicapped Children Act, PL 94-142, passed in 1976. Shortly after this agreement was signed, ACYF made interagency collaboration with SEAs a high priority for the national network of Resource Access Projects (RAPs) across the country.

RAPs were specifically mandated to work with SEAs to facilitate interagency agreements on a state level, and through these agreements to establish effective mechanisms for collaboration among Head Start programs and local public schools. This priority had produced a total of 39 interagency agreements at the state level by April 1988. In 1984 the ACYF priority shifted slightly to emphasize the importance of RAPs taking an active role in facilitating interagency agreements at the local level between Head Start grantees and their respective LEAs. This activity has led to improved formal and informal working relationships between Head Starts and public schools across the country (U.S. Department of Health and Human Services, 1986).

The RAP network, now in its twelfth year of operation, continues to work with colleagues in departments of education, devoting considerable energy to coordinating services offered by both service systems to young children with special needs. In fact, a second federal interagency agreement was signed in 1987 shortly after PL 99-457, which amended PL 94-142, passed to renew the commitment to collaboration. Signed by three federal agencies—ACYF, OSERS, and Maternal and Child Health (MCH)—this agreement establishes a Federal Interagency Coordinating Committee collaboration that parallels the state interagency coordinating committees established by PL 99-457.

This ongoing and substantial history of federal, state, and local collaboration regarding services to young handicapped children prompted us to examine whether there is a relationship between Head Start's collaboration with SEAs on special education services and Head Start's involvement in the development and implementation of state-funded preschools. The data indicate that 22 of the 39 states that have interagency agreements with Head Start have funded preschool programs. Sixteen of these 22 states (73 percent) have invited Head Start representatives to participate in state-funded preschool activities, while six have not. In 11 cases, Head Start was represented on a state preschool advisory committee, and in another five states Head Start staff members were visible and active participants in advocacy efforts and in providing testimony in support of legislation for state-funded preschool programs. These data suggest that interagency efforts to serve handicapped children have substantially contributed to Head Start's visibility as a significant service provider in states and have, in almost three-fourths of the cases, paved the way for Head Start participation in state-funded preschool activities.

For more than a decade Head Start and SEAs have worked together to identify children with special needs, coordinate services, provide joint training to teachers, and in many cases coordinate respective services to offer dual placements to children. It seems possible and advisable to extend this activity to coordinate Head Start and state-funded preschool programs. However, the model of federal to state to local collaborative agreements would have to be modified to take into account that state-funded preschool activity is state-generated and does not stem from federal legislation.

Transition from Head Start to Public School

In 1986, ACYF launched "The National Initiative on Transition from Preschool to Elementary School" under the guidance of a national steering committee and with the help of 30 demonstration communities. The interagency task force was formed in order to identify and publicize effective strategies for easing the transition of Head Start children and their families into public schools. This task force and the resulting activities and materials were created in response to a growing concern that Head Start children were not prepared for the changes they would experience when entering public schools. This concern was voiced by public school teachers and administration and Head Start personnel, and it indicated a lack of understanding on the part of both groups of one another's procedures, expectations, rules, and regulations.

A multi-media kit on transition and a publication entitled "Easing the Transition from Preschool to Kindergarten: A Guide for Early Childhood Teachers and Administrators" now serve as the basis for nationwide efforts in this program area. These materials will be disseminated widely in 1988-1989 by the national network of Resource Centers and the National Association of State Boards of Education (NASBE) (U.S. Department of Health and Human Services, 1987). Both these initiatives illustrate that Head Start has long recognized the importance of collaborating with SEAs, and these Head Start-initiated efforts have been well received by SEAs.

Informal Working Relationships and Joint Activities

Although formal agreements at the state and local levels are most prevalent for serving handicapped children and not very prevalent for nonhandicapped children, informal working relations exist at the local level for serving both. In more than two-thirds of the states, significant informal collaboration was reported by Head Start directors. Head Start has joint activities with LEAs and other service agencies. Included are various arrangements for screening and diagnostic services with dental, health, and mental health agencies, joint training, joint curriculum planning, transition activities, cooperation with social service agencies handling protective care cases, sharing waiting lists, and working together to avoid overlap in recruiting in a particular area.

In New York, Head Start works with the Bureau of Child Development and the Parent Education office. The sharing of facilities, transportation, and recruitment efforts has worked well in many counties. Staff and parent training activities are increasingly becoming joint endeavors. In some cases, Head Start has helped school districts to develop their programs because the LEAs do not have early-childhood-trained staff. Use of shared facilities by Head Start and public schools has made possible coordinated planning of programming and service delivery in some instances, while in others Head Start and pre-kindergarten efforts remain quite separate.

In this chapter, we have seen the various ways Head Start has been involved in state legislative and collaborative activities. Chapter Six addresses the aspects of competition that may hinder collaboration. Chapter Seven discusses four models of delivery, their funding recipients, and their relative benefits to Head Start, as well as the question of whether Head Start's involvement in collaborative activities has translated into monetary support for Head Start from the state.

CHAPTER 6

Competition

One cannot speak of collaboration without acknowledging the heightened sense of competition that often exists between Head Start and state-funded programs. Any time there is a new player in a service system, there is a change in the dynamics of relationships in that system. This is certainly the case in systems serving preschool children and their families, where change has created competition among service providers. The competition can be either a healthy impetus for improving the quality of services or it can be destructive in nature. In this section, we discuss the competition that has taken place between Head Start and state-funded preschool programs.

In our interviews most of our respondents, regardless of the agency receiving state preschool funds or the manner in which funds are distributed, reported at least some competition between Head Start and state-funded preschool programs, especially those in public schools. In two-thirds of the general enactment programs, competition was reported for one or more of the following: children, staff, space, and support services. Of the total number of programs, 44 percent reported competition for children, 59 percent for staff, 52 percent for space, and 37 percent for all three. A fourth area of competition—for other support services—was reported in only one-third of the cases. Most of the state-funded preschool programs focus on preschool education services and very few programs offer comprehensive services on the scale of Head Start. Therefore, they do not require the extensive services of support staff like health coordinators and family service workers.

CHILDREN

For many years Head Start was virtually the only program in many states offering educational services to disadvantaged preschool children and their families. However, in the past five years, more and more states have instituted programs that target some of the same population of preschool children from low-income families. When target populations overlap, the duplication of services increases the competition for children. Sometimes, even when the competition does not currently exist, the fear by some members of the Head Start community that it might occur gives rise to tension between Head Start and public school providers. Several Head Start directors described how families enrolled children in the Head Start program to receive initial health services, then switched to the state-funded

preschool program when it opened in the late fall. Head Start directors then had to re-recruit additional families in their communities.

Moreover, the selection of preschool services is confusing for many parents. Some are not sure of the differences between the public school program and Head Start. Because the public school has a long-standing reputation as *the* educational program, parents may tend to choose its preschool program without knowing all the options available to them.

This competition for children is a problem that can be overcome with coordination between Head Start and public school programs over time. In some states, the state-funded program deliberately seeks to serve children in areas not reached by Head Start. Others make referrals to each other and share their waiting lists. When programs work together to provide information to the community about all available services, they can help parents become more informed consumers of preschool services.

STAFF

Competition for staff, unlike competition for children, is not easily resolved by, for example, reducing duplication in catchment areas. The competition for staff points to a larger salary issue as well as a disparity in job requirements.

The requirements for teaching staff differ for Head Start and for state-funded public school programs, as described in Chapter Four. All state education agencies require a college degree and public school certification for teachers in state-funded programs, although a few, such as Massachusetts, waive these requirements if the program is offered by Head Start. Head Start, on the other hand, is likely to place greater emphasis on training and/or experience in early childhood education. Head Start teachers may have a bachelor's degree, an associate degree, or the Child Development Associate (CDA) competency-based credential, though many do not have formal education.

Those state programs requiring a public school teaching credential for educational staff equate quality with a college degree. Furthermore, NAEYCs guidelines for accreditation state that teachers must have a BA degree in ECE, and associate teachers a CDA or associate degree in ECE. This remains the standard, despite the fact that research such as the National Day Care Study has shown that the amount of job-related training in early childhood education a teacher receives, as opposed to formal schooling or degrees, is the only teacher characteristic related to program quality and effectiveness (Ruopp et al., 1979).

Although Head Start's staff qualification requirements are not as stringent as the public schools', many Head Start staff do exceed the requirements set by state agencies that license day care and Head Start programs. A study of Massachusetts Head Start education staff found that well over one-third of the teachers had a bachelor's degree in early childhood education, and one-fifth of the head teachers had a graduate degree in early childhood education (Goodman & Brady, 1987). Head Start respondents in the current study reported that since Head Start salaries have traditionally been low, Head Start teachers with bachelors' degrees and public

school certification often leave their Head Start jobs when they have the opportunity to earn better salaries in public school programs. Furthermore, Head Start teaching staff without public school credentials have been taking better-paying jobs as aides in the public school preschool programs.

Low salaries lead to high turnover. Turnover is detrimental to children because it deprives them of continuity of adult care. If staff turnover is reduced and morale increased, a program should be able to provide more consistent care and higher quality services (Katz, 1977). High turnover is also costly for program directors who must recruit and train new personnel on an ongoing basis.

Thus, even if target populations do not overlap, there will be competition for teachers between Head Start and public school preschool programs. Competition has a negative impact on the self-esteem of Head Start teachers, as reported by Head Start directors. Several Head Start directors gave the example of Head Start and state-funded programs that were housed either in the same facility or across the street. The Head Start teachers perform the same functions and have the same responsibility as their public school counterparts, yet the Head Start teachers often earn at least $8,000 less per year. This competition is not healthy and does not lend itself to being resolved on a case-by-case basis in the same way that competition for children does. The problem requires more concentrated attention by the states, by the federal Head Start Bureau, and by the administrators of Head Start programs. Extensive planning and cooperation are required in order to deal with competition for teachers.

As other programs move toward this goal, Head Start programs must raise their salaries to attract and retain staff with the credentials to teach in public school programs. A broad change in federal Head Start policy, requiring a BA degree of teachers, would force Head Start programs to compete with their public school counterparts. Some Head Start directors have chosen to decrease the number of children they serve in order to give their staff salary increases.

At the state level, Head Start directors in eight states have taken steps to seek state funds to supplement the federal share and raise salaries. In particular, Massachusetts, Connecticut, Rhode Island, and most recently New Hampshire use funds allocated to programs through a Head Start-only enactment to improve salaries of Head Start personnel.

For instance, in Massachusetts the Head Start Directors Association asked the state legislature for a state supplement to be used expressly for salary enhancement. Its request was made in response to the significant salary increases for staff in state-supported day care centers and the subsequent disparity between day care and Head Start salaries. However, in the past year, just as the Head Start community thought it had achieved some headway, the day care salaries were increased again. Also, passage of the School Improvement Act, offering programs to preschool children through public schools, has provided another arena of competition for ECE-trained staff. Unfortunately, there has not been a coalition in the early childhood community to address the issue of parity among ECE workers. Every time one segment of the early childhood community achieves salary increases, the salaries of other constituencies are raised. It is like playing leap frog with short-term, catch-up solutions. However, this problem needs cooperation and long-range planning.

SPACE

Competition for space is also a complex issue to resolve because it has significant cost implications. Anyone who has ever administered a preschool program knows how difficult it is to find a space that meets licensing requirements and that is close enough to the catchment area. Acquiring a facility and making it appropriate for preschool children often requires a large capital investment.

In the 1970s and early 1980s when school enrollments declined, Head Start programs benefited; they were frequently able to rent or use space without charge in public schools. Many elementary schools across the country were turned into community centers and were used by Head Start and day care programs, senior citizen groups, and community action organizations. However, now that enrollments have increased again and state-funded preschool programs are burgeoning, public schools are taking back classrooms from Head Start.

Several Head Start directors mentioned in their interviews that their programs have been forced to reduce enrollment because they cannot find affordable space. Others could not open classrooms at the beginning of the program year. It is ironic that in their attempt to extend services to preschool children, states have sometimes prevented other early childhood programs from either opening or continuing operations. The net effect in some communities has been a reduction in services because of a scarcity of appropriate, affordable facilities.

CHAPTER 7

Models of Funding Mechanisms for Services to Preschool Children and Their Families

There are at least four models of state funding of preschool services for young children and their families. These are:

- funding to LEAs only, without possibility of subcontracting to Head Start or other nonprofit agencies (10 programs)
- funding to LEAs only, with subcontracts allowed by law (11 programs)
- funding available on a competitive basis to nonprofit agencies, including Head Start programs, day care centers, and other community agencies (6 programs)
- funding to Head Start programs only (8 programs)

Alaska is the only state whose general enactment does not fit into any of the four models. Funds have been allocated on a noncompetitive basis to one agency in Kawarek, a small program in five small communities in the Bering Straits. Serving 40 children, it is administered by the Department of Community and Regional Affairs.

The way a state agency funds its preschool programs has implications for subcontracting, and thus for collaboration and coordination. The funding mechanisms also differ in the outcomes for children and families. A model should be flexible enough to maximize resources and funding sources, thus providing quality services to children and their families in the most cost-effective manner. We turn now to a discussion of each of the four types of funding mechanisms, including their advantages and disadvantages for Head Start, public schools, children, families, and communities. The relative merits of these funding mechanisms are worth examining in order to determine the best possible systems of service delivery to preschool children and their families.

FUNDS TO LEAs ONLY

Nine states and the District of Columbia (10 programs) distribute their preschool funds solely to LEAs and do not allow subcontracting: New York, New Jersey, the District of Columbia, Maryland, Pennsylvania, Michigan, Ohio, Wisconsin, Louisiana, and Oklahoma. (See Table 10 for a summary of these programs.)

In four of these ten programs, LEAs may offer preschool programs at their discretion and are reimbursed by the SEA based on either a formula or an average daily attendance (ADA). Some programs are provided under their school code, augmenting an already existing kindergarten program, and are sometimes referred to as permissive legislation. A second method by which the state administrative agency funds LEAs is through a competitive grant process among the LEAs. Four of the ten LEA-only programs fall into this category. The third method, occurring in two programs (Maryland and Louisiana), is a noncompetitive grant process in which certain districts are designated by the state to carry out a preschool program. Table 11 presents the methods by which LEAs receive funds.

Since primary and secondary level education is the province of the schools, these state education agency officials reason that they should undertake prekindergarten education as well. While agencies such as Head Start, day care centers, and parent/child centers are well equipped to deal with the comprehensive needs of preschoolers and their parents, they do not have the historic reputation of the public school (Schweinhart et al., 1987). Several state education administrators whom we interviewed stated, "We are the educators, and Head Start is a community action program for families."

Advantages and Disadvantages

Preschool programs are new to many local school districts. Public schools, on the other hand, are familiar institutions, often the locus of activity in a community. They are universally available, and the staff are trained, professional educators. Although start-up costs for these new programs will be higher than for existing preschool programs, this system of funding enables an SEA to simplify the distribution process by giving funds only to local school districts. It also facilitates monitoring and control, since SEAs already have formal relationships and mandatory reporting requirements with LEAs.

According to several SEA administrators we interviewed, it is far easier for school departments to keep their money "in house" rather than distribute it to outside programs where issues such as monitoring, regulations, liability insurance, and parental intrusion arise. Some state and school board administrators feel there is little reason to question the adequacy of public school programs or the qualifications of their teachers. Their rationale is that since teachers are educators, they are appropriate candidates for teaching preschool.

TABLE 10

States in Which Funding Goes to LEAs Only

STATE	NAME OF BILL & YEAR	PROGRAM DESCRIPTION	AGEN. ADMIN. PROG.	ELIGIBILITY REQUIR. FOR CHILDREN TO ENROLL		HOW FUNDS ARE DISTRIBUTED
				AGE	INCOME/OTHER	
DC	1968	All schools have district-funded preschool as an extension of the public school program.	Board of Educ.	4	Universal access	Reimbursement based on ADA
LA	1985	Program offers preschool services to at-risk 4-year-olds.	DOE	4	At high risk for school failure	Noncompetitive RFPs (up to 4 awards per district)
MICH	1985 House Bill 4889 to establish Early Childhood Education	Program serves academically at-risk 4-year-olds. Emphasizes social, medical and environmental needs. Significant cuts are possible because of budget constraints.	DOE	4	Academically at-risk	Competitive grants
MD	1979	School-based programs serving 4-year-olds in low-test score-districts. Program is intended to facilitate success in school and later life.	DOE	4	Districts with at-risk children, as evidenced by low test scores	Noncompetitive; actual schools targeted based on test scores (noncompetitive)
NJ	1902 Enabling legislation is the same that established kindergarten.	A pre-kindergarten program is offered at the discretion of the individual LEA.	DOE	4	Criteria set by local school districts	Reimbursement based on ADA
NY	1966 (Amended 1987, Senate Bill 4921)	This is a long-established comprehensive program that serves economically disadvantaged 3- and 4-year-olds. No major changes are expected.	DOE	3-4	Economically disadvantaged	Competitive RFP for new grants, non-competitive continuations

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TABLE 10

States in Which Funding Goes to LEAs Only (cont.)

STATE	NAME OF BILL & YEAR	PROGRAM DESCRIPTION	AGEN. ADMIN. PROG.	ELIGIBILITY REQUIR. FOR CHILDREN TO ENROLL		HOW FUNDS ARE DISTRIBUTED
				AGE	INCOME/OTHER	
OHIO	1985 Development Grants HB 238	Universal access program serving 3- and 4-year-olds. Pilot models to be replicated according to community needs, but there is no target population. Tuition is on a sliding fee scale.	DOE	3-4	Universal access	Competitive RFP
OKLA	1980 State Early Childhood Education Grants	Program is a universal access program with a strong parent involvement component. Significant funding cuts are possible in 1988 because of lagging economy.	DOE	4	Universal access	Competitive RFP
PA	1891 (Amended in 1987, Senate Bill 970)	Legislation mandating kindergarten also included permissive legislation for pre-kindergarten services. Twelve districts are now offering pre-kindergarten programs.	DOE	4	Universal access; 3 of 12 district programs targeted for Chapter 1 children	Reimbursement based on enrollment
WISC	1985	Program content determined at the local level. Local option exists to increase funding for more hours. Fourteen out of 431 school districts have preschool.	Dept of Public Instr.	4	At discretion of local school disttrict	Reimbursement based on enrollment

TABLE 11

How LEAs Receive Funding

Use of subcontracting	Competitive Grant Process	Noncompetitive Grant	Offer at Discretion of LEA (Reimbursed by SEA)
Does Subcontract	Florida Illinois Massachusetts		
Rarely Subcontracts	Delaware Kentucky West Virginia		Maine Minnesota Missouri South Carolina Texas
Subcontracting not allowed	Michigan New York Ohio Oklahoma	Louisiana Maryland	District of Columbia New Jersey Pennsylvania Wisconsin

However, research has shown that teaching pre-kindergarten children is distinctly different from teaching kindergarten or first-grade pupils. Because the preschool classroom requires a particular combination of training, skills, and experience, most existing public school teachers and administrators are not prepared to work with three- and four-year-olds. A seventh-grade teacher who loses her position and is reassigned to teaching preschool may have years of experience, but this experience with older children is not appropriate for teaching preschoolers (Ruopp et al., 1979). Public school programs must guard against equating teacher certification and experience with an ability to teach young children.

Other potential disadvantages stem from the traditional public school orientation of most LEA-only programs. Public school programs typically have high staff/child ratios (1:20), while research has shown that young children need a small staff/child ratio. The National Day Care Study found that a staff/child ratio of no more than 1:10 is associated with desirable classroom behavior and improved cognitive performance (Ruopp et al., 1979). The staff/child ratio in at least two state-funded preschool programs is even higher than 1:20.

In some states that allow only LEAs to run programs, the emphasis is on an academic approach. Many early childhood educators are concerned about the overly academic curriculum, or "watered-down kindergarten" approach of some of these programs (Futrell, 1987). In addition to the curricula, furniture and facilities in public schools are often not appropriate for preschoolers. In one district for instance, desks and chairs ordered for preschool children were far too large. In addition, many school districts found that the four-year-old children were not tall enough to use the existing bathroom sinks and toilets.

The majority of state initiatives, including those in the LEA-only model, are targeted to disadvantaged and at-risk children. However, most of the LEA-only programs are not comprehensive and have a lower cost per child than Head Start programs. These programs may be able to provide large numbers of children with an education component; on the other hand, children may not receive necessary services such as nutrition, medical and dental screening and treatment, and mental health services. Furthermore, public schools traditionally have been child-centered rather than family-focused, even though high quality preschool programs such as Head Start require parent involvement.

Thus far, this discussion has focused on the merits of the program for public schools and for children. According to Head Start directors, this model poses several disadvantages for Head Start. They have either lost or fear losing their education staff with college degrees and teaching certificates, and they also fear losing space, a phenomenon that occurs in all models of service delivery. Some Head Start directors felt that because public schools do not have the extensive experience that Head Start has in recruiting families, the schools may seek out the "easier-to-serve" population. This may counter efforts at mainstreaming and reduce heterogeneity in Head Start classes.

In an LEA-only model, coordination between Head Start and state preschools depends on several factors. For example, the legislature may or may not mandate setting up a state advisory committee that includes Head Start as well as other members of the early childhood and human services communities. Sometimes, a local-level advisory board with representation by Head Start is mandated as a part of legislation. The composition of the advisory board and the extent to which the group is a working committee will affect its ability to identify and address problems and issues that arise at either the state or local levels.

Washington, D.C. is an example of an LEA-only model in which coordination between D.C. prekindergarten and Head Start programs is gaining ground. In Washington, D.C. all schools have district-funded, pre-kindergarten as an extension of the public school program. Some Head Start programs are tied to the public school preschool program, while others are not. The school district has been both a Head Start grantee and a delegate agency. The public school programs and Head Start have worked on coordination and cooperation in service delivery. In some cases, Head Start is "wrapped around" the prekindergarten program, (i.e., the two programs are integrated). The wrap-around program must adopt the Head Start model, and the District of Columbia provides a local match to the federal Head Start share. Teachers in these programs are on the same salary scale as other public school teachers.

The District of Columbia has an Office of Early Child Development which was officially established in January 1987 as the single administrative unit for serving young children. It is the official liaison with the public schools and with the three Head Start grantees. For instance, the office is currently working on interagency agreements with Head Start.

FUNDS TO LEAs WITH SUBCONTRACTING

The second model of service delivery to preschool children is funding from the SEA to LEAs, with subcontracting allowed by legislation. Table 12 provides a summary of these states. Of the 21 programs permitting only LEAs to apply for funds, 11 (55 percent) include in their legislation permission for LEAs to subcontract with other agencies such as Head Start. However, permission to subcontract does not necessarily mean that districts do in fact subcontract.

The method of reimbursement has an impact on the degree of subcontracting. In the seven states that reimburse LEAs based on average daily attendance (ADA) or enrollment formulas, subcontracting rarely, or never, occurs. In these states, when preschool funds are available if districts choose to offer preschool programs, some LEA administrators feel that subcontracting does not warrant the extra paperwork and monitoring efforts of the agency. They also express concern that subcontracting costs may be higher than state reimbursements. Only one state, Texas, mandates that certain school districts provide preschool programs. If at least 15 preschool children in a district in Texas are identified by the LEA as needing services, the LEA must offer these children a preschool program, and the district is then reimbursed by the state. Subcontracting does not occur in Texas.

In contrast, in three of the four states that fund LEAs through a *competitive* grant process, subcontracting not only occurs, but is often encouraged. It appears that when LEAs must go through a proposal-writing process, they must demonstrate their ability to administer a program. This ability is often dependent on coordination with existing programs such as Head Start. Subcontracting to Head Start is common in Massachusetts and Florida; in Illinois, Head Start programs have subcontracts for about 10 percent of the 98 state-funded preschool programs.

The occurrence of subcontracting is also related to the eligibility requirements for the age of child as set forth by the enactment. If a program is restricted to *four-year-olds* and the money goes directly to LEAs, subcontracting either is not allowed or is rarely used, regardless of the program's eligibility requirements (serving at-risk children or providing universal access). Twelve of the fourteen programs for four-year-olds fit this description. The LEA, in these instances, may see the program for four-year-olds as an extension of kindergarten and therefore in the domain of the public school. Not subcontracting allows the LEA to retain control, but in doing so it does not make use of Head Start's extensive experience with at-risk preschoolers.

The ten programs for *three-* and *four-year-olds* and *three-* to *five-year-olds* are more varied in their funding streams. Three of the ten programs limit funding to LEAs and do not allow subcontracting. However, the other seven either do allow subcontracting to Head Start or allow direct funding to Head Start and other agencies. It appears that program administrators, realizing that three-year-old children's developmental needs are very different from those of kindergarten children, acknowledge and take advantage of Head Start's expertise with this age group. Although the bulk of Head Start's programs primarily serve four-year-olds (63 percent), Head Start also has experience working with children from three to five and older. Twenty-three percent of Head Start children are three years old and eleven percent are five years old and older (ACYF, 1988).

TABLE 12

States in Which Funding Goes to LEAs Only: Subcontracts Allowed by Law

STATE	NAME OF BILL & YEAR	PROGRAM DESCRIPTION	AGEN. ADMIN. PROG.	ELIGIBILITY REQUIR. FOR CHILDREN TO ENROLL		HOW FUNDS ARE DISTRIBUTED
				AGE	INCOME/OTHER	
DEL	1986 "Focus on First 60 Months" Initiative	The three pilot preschool programs are part of a governor's initiative focusing on the first 60 months of life. Programs serve a general cross-section of the population.	Dept of Public Instr.	4	None, but want heterogeneous groups of children	Competitive RFP formula allocation
FLA	1986 HB 302 Pre-Kgn Early Intervention Program	Program enhances readiness of educationally or economically at-risk 3- and 4-year-olds. Eligibility is determined locally. Meeting to develop Head Start-like standards.	DOE	3-4	One hundred percent of program participants must be economically or educationally disadvantaged (both determined locally).	Competitive RFP
ILL	1986 House Bill 90	Program serves academically at-risk 3- 5-year-olds. Eligibility determined locally. Programs contain parent education component and developmental screening. Eighty percent of programs in public schools.	State Board of Ed	3-5	At-risk for academic failure (school districts apply their own standards)	Competitive RFP
KY	1986 House Bill 662 Parent and Child Ed. (PACE)	Programs are designed to strengthen parenting skills and children's learning skills.	DOE	3-4	Parent must need GED	Grant Proposals
MAINE	1984 Part of Maine Education Reform Act of 1984 Chapter 859	The preschool program is part of a comprehensive effort to improve education across the board. Districts are allowed to set up programs for 4-year-olds and count them in per pupil subsidies.	DOE	4	Universal access in the six districts offering programs for 4 year olds	Reimbursement based on a three part formula
MASS	1985 House Bill 5959 Chapter 188	School systems design programs locally. The ECE programs are considered comprehensive, providing for parent involvement, nutrition and social services.	DOE	3-5	Low-income children (Seventy-five percent of funds must go to low-income sites, as determined by Chapter 1 or AFDC guidelines.)	Competitive RFP

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TABLE 12

States in Which Funding Goes to LEAs only: Subcontracts Allowed by Law (cont.)

STATE	NAME OF BILL & YEAR	PROGRAM DESCRIPTION	AGEN. ADMIN. PROG.	ELIGIBILITY REQUIR. FOR CHILDREN TO ENROLL		HOW FUNDS ARE DISTRIBUTED
				AGE	INCOME/OTHER	
MINN	1984 Early Childhood Family Education Act	Program interested in strengthening families and promoting school readiness. Program must serve parent and child together and attempts to serve a cross-section of the general population.	DOE w. Local Levy	0-5	Universal access (interested in cross-section of SES)	Formula
MO	1984 Senate Bill 658 Early Childhood Development Act (includes programs for handicapped)	The bill provides education programs and services to children under five and their parents, including periodic screening for children, parent education, and programs for developmentally delayed 3- and 4-year-olds.	Dept. of Elemen. and Secon. Educ.	0-4	Developmental screening for children 0-4; parent education programs for parents of 0-4	Formula
SC	1984 Education Improvement Act of 1984 (Sec 59-19-340)	Program provides comprehensive services for at-risk 4-year-olds.	DOE	4	At risk for school failure (determined by state and local authorities)	Formula based on need of at-risk children
TEXAS	1985 Pre-Kindergarten Program (part of House Bill 72)	Program targets low economic and non-English speaking 4-year-olds. If a system identifies 15 pre-kgn. eligible children, a program must be offered.	Board of Educ.	4	Non-English speaking children OR children whose family income is at or below federal poverty level	Reimbursement based on ADA
WV	1972	A comprehensive program that provides services for at-risk 3- and 4-year-olds.	DOE	3-4	Low-income and children at-risk for school failure; criteria determined by each subcontractor	Four state-operated programs funded for 11 months; contract with 3 private agencies to provide county services

Below we discuss the advantages and disadvantages of subcontracting for Head Start, LEAs, and families, and the barriers that prevent subcontracting to Head Start.

Advantages and Disadvantages

The subcontracting model has several advantages for state preschool programs and the public schools. First, it builds on existing services. Rather than initiating their own programs which require high start-up costs, local school districts can save money by subcontracting. Second, if an SEA or LEA decides to include components such as health and dental screening and nutrition, and to use a developmentally appropriate curriculum, Head Start is a natural choice for subcontracting. Third, Head Start directors reported that the lower salaries of Head Start teachers are sometimes another incentive for LEAs to subcontract to Head Start.

This model also enhances greater coordination between LEAs and Head Start. Subcontracting requires a certain degree of negotiation, either through interagency councils or between individual agencies, which means that both groups must engage in a dialogue. Ongoing monitoring of the subcontractor also encourages closer coordination. In many instances, this model has resulted in an increased sharing of knowledge and resources.

For instance, in Massachusetts, the enactment has provided opportunities for communication between Head Start and the public school which, in turn, has helped facilitate the transition of children from one system to the other. In Illinois, Head Start directors wrote a booklet on parent involvement that has been distributed to school districts. In Missouri, LEAs subcontract to Head Start for the health component. In other places, Head Start has a subcontract to provide services to children with handicaps. In all four of these areas (transition to public school, parent involvement, health services, and mainstreaming), Head Start has a great deal of expertise.

Despite the advantages stated above, there are disadvantages to subcontracting, especially as perceived by SEA administrators. The three barriers to subcontracting with Head Start that surfaced most often during our interviews with state education administrators and Head Start directors were (1) licensing of teachers and facilities, (2) monitoring, and (3) parent involvement.

Often, Head Start does not meet state licensing standards, specifications for SEA facilities, or transportation safety guidelines. In some states, if Head Start staff do not meet state certification requirements, the SEA may choose to waive teaching requirements and allow a CDA credential to satisfy the requirement. In Kentucky, where waivers are not allowed, the Head Start Association president believes that certification is the biggest barrier to receiving funds. "Basically, Head Start doesn't have a chance in getting state money unless our teachers are certified. . . . If Head Start had more certified teachers we would be right there, next in line for the money."

Monitoring is the second often-stated barrier. The question exists as to whether the local or state education agency is responsible for monitoring subcontracted programs. One administrator in South Carolina's Department of Education believes it is more troublesome to subcontract because of both teacher certification and insufficient monitoring. "Different standards are required by the state, and monitoring must also occur if we subcontract. More staff time is consumed, and it is of no benefit to the district." For their part, a few Head Start directors mentioned that being subject to outside monitoring, and thus a perceived loss of autonomy, may serve as a deterrent to Head Start programs courting LEAs for subcontracts.

A third barrier is parent involvement. In some cases, school districts feel that the level of parent involvement in Head Start would ask too much of parents who enroll their children in the state-funded programs. In fact, parent involvement in the public schools has traditionally been limited to such activities as parent/teacher conferences and PTA meetings. Parent involvement in Head Start is fundamentally different; it incorporates parents into every aspect of program planning and implementation, including majority representation on decision making policy groups. Head Start's all encompassing parent involvement requirements may be difficult for school systems to embrace.

In some cases, school districts do offer Head Start programs that involve all components, including parent involvement. For instance, in Connecticut some grantee agencies have traditionally delegated operation of the Head Start program to local school districts. In these instances, the LEA has embraced Head Start philosophy and implemented a full range of comprehensive services incorporating all levels of parent involvement. It is almost always the case in such instances that Head Start teacher qualifications and salaries are on a par with those of public school teachers. The LEA absorbs many of the costly overhead expenses, such as rent and transportation, in order to offer higher salary levels.

Aside from these specific barriers, many Head Start directors cited more general territorial and "turf" issues as reasons why LEAs do not subcontract. For instance, Head Start directors in nonsubcontracting states felt that school systems were unwilling to work outside their own agencies, or that strong teachers' unions or an unsupportive superintendent discouraged subcontracting.

Some SEA administrators saw the lack of a state Head Start infrastructure as a barrier to subcontracting. These administrators suggest that Head Start is "out of the state loop." One SEA administrator noted, "Part of the problem is that Head Start is part of a local Community Action Program (CAP) agency, and public schools have no direct affiliation with CAPs." Another barrier to subcontracting, cited by an Illinois Head Start director, is that certain Head Start costs (e.g, administrative costs and money for buses) are often disallowed by the state education agency. In addition, the state allows good salaries for professionals in the education component, but disallows all but minimal costs for coordinators, support staff, and directors.

These barriers are not insurmountable. The more information that is exchanged among Head Start, SEAs, and LEAs, the more chance there will be for subcontracting. Collaboration will also be facilitated by legislative mandates and interagency initiatives.

HEAD START ELIGIBLE FOR DIRECT FUNDS

Six states currently allow Head Start and other agencies to apply directly to the state administrative agency for funds. Head Start programs compete with each other and with other agencies in a competitive RFP process. Head Start has played a major role in the development of this direct funding legislation and has received substantial monetary support from these enactments. See Table 13 for a summary of states with direct funding.

These programs are in Vermont, New Jersey, New York City, California, Oregon, and Washington. They are relatively new programs; with the exception of California's twenty-two-year-old Child Development program, all have been enacted in the past two years. In California, the state preschool program got underway at approximately the same time as the federal Head Start program. Both public and private agencies have always been allowed to apply for funds. This year, one-third of the funding goes to private agencies, and the other two-thirds to public agencies.

New Jersey, Oregon, and Washington use the same federal poverty guidelines for eligibility as does the federal Head Start program. Vermont, New York City, and California have set their own eligibility guidelines, but also target disadvantaged and at-risk preschoolers. Most guidelines call for a comprehensive program of services.

In most cases, school districts and other agencies (such as private, nonsectarian programs and community-based projects) are eligible, as well as Head Start. However, since the enactments call for a comprehensive program, Head Start is best prepared to implement the program and is most likely to be awarded grants. In New Jersey, Oregon, and Washington, the legislation specifically states that the Head Start model will be used. New Jersey's legislation states that "Head Start and similar programs" may apply. However, virtually all of the money has gone to expand Head Start programs. It is difficult for agencies other than Head Start to mount a Head Start program without a large financial expenditure.

Like New Jersey, Vermont's legislation allowed any nonprofit agency or LEA to apply for funds. Of the 19 programs funded in 1987, 12 were LEAs and seven were Head Start and child development programs. Vermont's expansion program has the same age range, parent involvement and decision making features, and mainstream seting requirements as Head Start. Although the program adopts the Head Start model, the enactment money focuses more on the education component and less on theother components. Vermont includes in its definition of at-risk children those who are "economically disadvantaged, those who have limited English language skills, those with handicapping conditions, or those who have suffered from,or are at risk of, abuse or neglect." Therefore, the state-funded program can serve children and their families who are badly in need of services but who are not income-eligible for Head Start.

TABLE 13

States in Which Community Agencies are Eligible to Apply Directly for Funds

STATE	NAME OF BILL & YEAR	PROGRAM DESCRIPTION	AGEN. ADMIN. PROG.	ELIGIBILITY REQUIR. FOR CHILDREN TO ENROLL		HOW FUNDS ARE DISTRIBUTED
				AGE	INCOME/OTHER	
CALIF	1966 State Preschool Program Calif. Education Code: Chapter 2, Article 7, Sec. 8235	Long-established program serving economically disadvantaged 3-5-year-olds. No major changes expected. One-third private (62 contracts) 2/3 public LEA (123 contracts).	DOE	3-5	Children from low-income families, based on state income guidelines	Competitive RFP for new programs; noncompetitive continuations
NJ	Legislation has passed and money has been allocated; programs to begin in 1988.	Goal is to expand hours of operation or to create additional slots in Head Start and similar programs that serve economically disadvantaged 3-to-5-year-olds.	Dept. of Human Services	3-5	Must meet federal poverty guidelines	Competitive RFP
NY City	Giant Step 1986	Program was established in order to increase availability of quality pre-school programs in those areas of NYC with the highest concentrations of economically disadvantaged 4-year-olds.	Board of Educ. & Agency for Child Development	4	Economically disadvantaged	Reimbursement on per child cost basis
ORE	1987 1. Pre-Kindergarten 2. Parent as teacher Senate Bill 524	1. A Head Start-like program providing prevention services for at-risk 4 year olds 2. Program serves at-risk families by strengthening skills of parents	DOE for both programs	1. 3-4 2. 0-8 (parents are served)	1. 80% of children must meet federal poverty guidelines 2. To be determined	Competitive RFP in both programs
VT	1987 1. Senate Bill S. 82.3487 Early Ed. 2. House Bill H. 476 Parent/Child Centers	1. A Head Start-like program providing services to additional at-risk children 2. Prevention program to provide support and education to families with young children	1. DOE 2. DHS	1. 3-4 2. Families w/children 0-3	1. High-risk children as defined by Department of Education 2. None; priority to high-risk families	1. Competitive RFP 2. Formula for funding distribution
WASH	1985 Early Childhood Assistance Act of 1985 State Preschool Ed. & Assistance Prog.	A Head Start-like program that offers comprehensive services to low-income four-year-olds	Dept. of Com. Dev.	4	Uses the same federal poverty guidelines as Head Start	Competitive RFP

Interestingly, an equal number of Head Start-eligible programs are administered by Community Development or Human Services Agencies and State Education Agencies. This is in contrast to the Head Start-only enactments, which are administered by agencies other than Education (with the exception of Massachusetts). Washington state's Early Childhood Education and Assistance Program (ECEAP) is administered by the Department of Community Development. The first-year planning grant allowed the advisory committee to get information to decision makers, develop program standards, and develop a program evaluation plan. That first year, the panel looked for groups already in place; thus Head Start programs received 11 of the 12 awards. In the second year of expansion, school departments received money as well, with Head Start offering 13 of the 21 programs.

Advantages and Disadvantages

A competitive grant process has the advantage of being able to fund programs that can best demonstrate their cost effectiveness and their ability to offer appropriate services. This model also allows state-funded preschools to be co-located with Head Start, making start-up costs lower than if a state preschool were on its own. Another advantage is that monitoring by the state administrative agency has been built into the legislation.

The extent to which programs implemented under this model embody standards of the early childhood profession is a function of both the legislative requirements and the grantees who receive the awards. Since many programs in this model use the Head Start model, they subscribe to Head Start performance standards, strive to carry out developmentally appropriate curricula, employ appropriately trained staff, and provide comprehensive services.

A further advantage of this model is its potential for enhancing coordination among early childhood agencies, particularly when a broad-based, state-level advisory group is designated to review grant applications. Although it is difficult to mandate coordination of Head Start, day care, and public school prekindergarten at the local service level, a planning and policy group at the state level can encourage coordination of policy and programming. In order to achieve this, safeguards need to be built into the legislation and subsequent decision-making process. Examples of collaborative efforts at the state and local levels are discussed below.

In Oregon, the state-funded preschool program is administered by the state's Department of Education, which established an advisory committee composed of interested parents and representatives from the Children's Services Division, health care professions, early childhood education and development staff, the Oregon Head Start Association, school districts, community colleges, and other organizations considered necessary by the department to assist with the establishment of the approved prekindergarten and parent-as-teacher programs. The program regulations state that state-funded prekindergarten grantees "shall coordinate with each other and with federal Head Start programs to insure efficient delivery of services and prevent overlap. In areas without existing prekindergarten programs, grantees are encouraged to work with local organizations serving young children and make the maximum use of local resources." The programs work

together to prevent overlap, and families that were not chosen to participate in the pilot program may be referred by the district to Head Start.

In California, collaboration has gone further than the coordinating of committees at the state and local levels. The vast majority of state preschool programs are co-located with Head Start, as described in the section on comprehensiveness of services in Chapter 4. It is always a local decision whether or not to co-locate. In several large counties, the Head Start programs are part of a public agency—the County Board of Supervisors—and state funds go through this county board rather than through a local school district. Instead of running parallel programs, these counties with co-located programs are able to serve more children. The co-located Head Starts have the use of state child development consultants and workshops, as well as the benefit of Head Start training sessions. The Head Start directors interviewed see these dual resources as being very useful.

Vermont's legislation encourages collaborative involvement. The review panel gives priority to proposals that demonstrate extensive collaboration in delivering child and family services, such as transportation and social and health services. The state has funded 19 projects at approximately $27,300 per project. In 1987-1988, two of the six state Head Start programs received funds, and all six Head Start grantees are collaborating with agencies in their community that have received grants.

In Washington state, the Head Start bureau chief and the director of the Department of Community Development meet every other month. In addition, their staffs meet every quarter to try to clarify issues, regularly switching meeting sites . The staffs conduct joint reviews in many cases because the children in the two programs are receiving the same services. Both say that the two programs complement each other, allowing for expanded services to the target population.

New Jersey's new program is administered by the Department of Human Services. It has taken a different approach to the distribution of funds. Rather than having agencies and programs apply to a state administrative agency in a competitive process, funds are distributed to counties. This first year, $1 million in funds was divided equally among five counties ($200,000 each) to develop comprehensive programs. The counties chosen were those that showed the greatest need for expansion of Head Start services. Each county has a Human Services Advisory Council that determines which programs will receive funds.

In this model, decisions about which programs to fund are made at both the state and local levels so that each community can promote the programs that best meet its needs. Some of the state-funded programs may be run by Head Start, others by day care centers or school districts. Quality programs stand to benefit the most, while weak programs will probably lose out.

HEAD START-ONLY ENACTMENTS

A Head Start-only enactment is any legislation or a line item in the governor's budget that provides funds to Head Start programs in order to supplement federal funding. Funds are distributed directly to Head Start grantees based on enrollment, or are awarded competitively. This type of enactment is separate from the more general preschool enactments. Although a few states have provided funds to Head Start grantees for more than twenty years, this type of funding really gained ground in 1984.

Eight states have this type of enactment (Connecticut, Maine, Massachusetts, Rhode Island, Minnesota, Hawaii, Alaska, and Washington). Program expansion and/or salary enhancement is the purpose of funding in Maine, Massachusetts, and Minnesota. Maine was the first state to address expansion, as described in One-Third More (Weil, 1986). Connecticut, Rhode Island, Hawaii, Washington, and Alaska have earmarked money for contributive support to Head Start programs. In these states, the money may generally be used for direct services and operating expenses, but not for administrative costs. Most programs use at least some of the supplemental funds for salaries. See Table 14 for a summary of these Head Start enactments.

A ninth state, Ohio, has also provided funds to Head Start, the SEA having recognized and paid for Head Start's expertise in preschool program development. Since Ohio's contribution is different in nature from that of the other states, we are not including Ohio as a Head Start-only enactment. At $150,000 per year for two years (1988-1990)—by far the smallest effort of the nine states—the money is directed toward developing model programs that can then be replicated. This year, three $50,000 competitive grants will be awarded to individual Head Start programs, one in each of the following areas: staff development, parent involvement, and interagency coordination. Next year the three areas funded will be reading readiness, physical development and health, and mathematics and science technology.

Funds in all states but Massachusetts are administered by state social service departments. These noneducation agencies have often had previous experience with Head Start programs in the state because of their jurisdiction over the licensing of day care and Head Start facilities. For the most part, funds are distributed directly to grantees based on a formula derived by the state agency (for instance, a percentage based on current enrollment figures). Usually, program expansion money is allocated through a competitive grant process, while salary enhancement funds are distributed directly to all grantees based on a noncompetitive, per-child formula. The administrative agencies are involved in fiscal monitoring of programs but not in programmatic issues.

Thus far, Massachusetts is the only one of the eight states in which the SEA administers the Head Start-only enactment. The SEA in Massachusetts also administers Chapter 188 state funding, which provides school improvement funds to communities in Massachusetts and for which Head Start is eligible to receive funds as a subcontractor.

TABLE 14

States with Head Start-Only Enactments

STATE	YEAR ENACTED	STATED OBJECTIVES OF ENACTMENT	DOLLARS ALLOCATED			AGENCY ADMIN. PROGRAM	HOW FUNDS ARE DISTRIBUTED	ROLE OF H.S. DIR. & OTHER H.S. GROUPS
			1986	1987	1988			
Alaska	1976	To supplement federal funding (nonspecified use)	$2,712,500	$2,332,700	$2,680,000	Dept. of Community and Regional Affairs	Formula allocation directly to grantees—1625 additional children served	HSDA was involved in advocacy. H.S. parent Policy Councils contacted legislators and Governor.
Conn	1987	Funds for program improvement, transportation, or salary enhancement		$400,000	$400,000	Human Resources	Formula allocation direct to grantees ($93.00 per child)	HSDA very active; met with key legislators, testified, mobilized parents, helped write bill. Regional Office participated.
Hawaii	1965	Matching funds from the state legislature in lieu of local funds (line item in Governor's budget)	$290,000	$290,000	$291,790	Office of Community Services	Discretionary allocation directly to grantees	Original request was made by H.S. directors in 1965. They must now provide a biannual justification.
Maine	1984	Funds for expansion; goal to bring catchment area up to 25% of eligible children	$1,900,000	$1,900,000	$1,900,000	Div. of Community Services	Formula allocation directly to grantees—724 additional children served	Initiated by majority leader of House of Reps. rather than HSDA Directors—parents testified.
Mass	1986	First year provided funds for salary enhancement; second year funding for both enhancement and expansion	$2,800,000	$4,500,000 ($3 M for salaries, $1.5 M for program expansion)	$6,000,000 pending ($4M for salaries, $2M for expansion)	DOE	Formula allocation directly to grantees for salaries. Competitive grants for expansion—500 additional children served	HSDA very active; hired lobbyist, testified, mobilized parents.
Minn	1987	Expansion of Head Start for full range of services		$2,150,000 ($400,000 new state funds; rest transferred Block Grant funds)	$2,150,000	Jobs & Training Dept.	Formula allocation directly to grantees—% based on current enrollment—940 additional children served over 1 yr. period	HSDA played major role; Association encouraged parents, volunteers, and staff to testify and inform community. Parents played big role.

CONTINUED ON NEXT PAGE

TABLE 14

States with Head Start-Only Enactments (cont.)

STATE	YEAR ENACTED	STATED OBJECTIVES OF ENACTMENT	DOLLARS ALLOCATED			AGENCY ADMIN. PROGRAM	HOW FUNDS ARE DISTRIBUTED	ROLE OF H.S. DIR. & OTHER H.S. GROUPS
			1986	1987	1988			
RI	1986	First two years provided contributive support to supplement federal funding; 3rd year funding for both expansion and contributive support	$345,000	$365,786	$1,770,000 (expansion) + $385,000 (contributive support)	Dept. of Human Services	Formula allocation directly to grantees—10% of federal grant Noncompetitive grants for expansion in 1988 (500 additional children served)	Directors proposed legislation; met w/ Gov., House Speaker, and Majority Leader. Second year allocation was part of Governor's budget.
Wash	1968	Matching funds from the state	$540,000	$541,000	$542,000	Dept. of Community Development	Formula allocation directly to grantees (based on # of children/ slots)	HSDA was active, as were other H.S. organizations.

Advantages and Disadvantages

This model builds on the extensive existing service system of Head Start, making it a cost-effective type of funding. Start-up costs for Head Start programs are likely to be lower than those for the LEA-only model because the Head Start infrastructure is already in place in most areas. Of course, if Head Start is given money for program expansion, new teachers still need to be hired, and new supplies and facilities must be purchased. However, there is an experienced administration in Head Start to oversee this expansion, as well as a curriculum and training program and an array of related services already in place.

One advantage of this model is that it provides money for underpaid Head Start staff. Head Start salaries are usually drastically lower than those of public school teachers, and sometimes lower than those of day care staff. Thus, Head Start has seen a big drain on its education staff. In an effort to retain qualified Head Start staff, states such as Massachusetts, Connecticut, Rhode Island, and Washington have taken steps to reduce the inequity between Head Start salaries and salaries of other ECE personnel by providing funds for Head Start salary enhancement. In Massachusetts, for instance, this financial intervention by the state legislature had a positive impact on staff recruitment and turnover (Goodman & Brady, 1987). The Head Start community gains recognition and stature in the early childhood community along with the money it receives. Where supplemental money has been used to support raises, it has enhanced the self-esteem of Head Start staff (Goodman & Brady, 1987).

Aside from salary enhancements, this type of funding expands comprehensive services to preschool children at risk. Currently, Head Start serves under 20 percent of the income-eligible preschool children in the country. When state supplemental funds go to program expansion, more preschool children and their families are served—a total of 13,349 additional children in 1988 in state-funded Head Start slots.

Head Start-only enactments fund programs that usually meet the objective criteria established by NAEYC (NAEYC, 1986). These include comprehensive services, a low staff/child ratio, and teachers who have training in early childhood education. The one area in which some Head Start programs do not meet NAEYCs standards is in the baccalaureate degree in Early Childhood Education/Child Development recommended for early childhood teachers.

Another potential advantage of this model is that healthy competition among Head Start programs in the state may be created if an RFP competitive grant process is used to determine recipients of expansion funds. Stronger, well-run Head Start programs would receive additional funds that are so vital for Head Start's operation.

Like the other models, the Head Start-only enactment model has potential disadvantages. The first is not so much a disadvantage as a fear—fear that the funding would be a one-time occurrence rather than a continuous process. Some Head Start directors fear developing a dependency on state funds to supplement their programmatic efforts. They have not been enthusiastic about advocating for state funds for fear that they will expand their program size and give their staff raises, only to have the state money discontinued. But other Head Start directors who have advocated for state funds believe this fear should not prevent the Head Start community from seeking funds. Once a line item is in the state budget, it is difficult to remove. As one director stated, "Request the money now and worry later if funding drops."

A real disadvantage of this model is that it tends to promote divisiveness within the early childhood community. Day care, public school, private preschool, and Head Start staff are not encouraged to form a coalition to address parity in services, credentials, and wages. In addition to creating problems within the early childhood community, the model generally does not promote coordination between Head Start and SEAs. However, as Head Start begins to receive increasingly significant amounts of money from state legislatures, it may become more recognized and more respected by the SEA. This situation may, in turn, lead to a coordination of efforts. One way of promoting collaboration would be to include in the legislation a mandate that Head Start coordinate efforts with state and local education agencies.

Some argue that not all preschool children and their families need the comprehensive services of Head Start (e.g., Zigler, 1987). Proponents of this view feel that families should have the option of choosing whatever constellation of services they need within a child care delivery system.

One of the biggest questions raised by this particular model has to do with the eligibility requirements state uses to fund expansion of Head Start. If a state uses Head Start's eligibility guidelines, it may eliminate the possibility of serving additional at-risk preschool children and their families who would benefit from

Head Start's comprehensive services, but whose family income does not fall below the federal poverty line. Should a state adhere to federal poverty guidelines for family eligibility or should it develop its own state income guidelines? Would the result be a single Head Start program or two separate programs (federal children and state children)? Are state children counted in the federal Program Information Report? Are there other limitations on the distribution of funds? What changes might be made in Head Start as a result of two different eligibility guidelines? Rhode Island is an interesting example here.

When the Rhode Island Head Start Directors Association began to work with legislators on the second year of its state supplement, it became clear that a legislative priority was to serve the working poor. Most families in these circumstances are not eligible for health, food, or other assistance from state programs because of their incomes. Yet, they do not have enough money to purchase the services themselves, and are sometimes left in worse financial condition than those who are unemployed. Rhode Island Head Start directors were faced with the problem of a need to expand the Head Start program to include a new population—the working poor—whose income in many cases would exceed the federal income guidelines of $11,650 for a family of four.

Because of the extent of the expansion, 500 additional children would then be likely to exceed the ten-percent-over-income slots allowed by Head Start regulations. After considerable discussion with federal officials, a decision was made to view the Rhode Island expansion as an extension of Head Start to a new, but similar, population. Technically, it is not Head Start, but uses the Head Start model. The need to discuss technical questions such as these with ACYF officials is frequently a part of the process of Head Start-only enactments.

CHAPTER 8

Conclusions and Implications

Throughout this study, we collected rich, descriptive information from more than 180 people in all 50 states, and the District of Columbia. Our interviews with respondents and our review of relevant legislation and regulations raised a number of issues that are pertinent not only to the Head Start Community but also to key state policy makers. Before discussing each issue in depth, it is important to describe the broader context in which Head Start programs and state-funded preschools are operating.

Enabling legislation for Head Start exists at the federal level. Administration of the Head Start program, its regulatory framework, and the renewal and refinement of program goals all flow from the federal government. In contrast, state-funded programs are created by state legislatures independent of any federal authority. Each piece of legislation and its accompanying regulations have grown out of state-specific concerns. As a result, these idiosyncratic factors have shaped the character and placement of these programs.

It is not surprising, then, that state-funded programs vary so widely in their scope and design. The difference between Head Start and state-funded preschool programs in their origins of legislative authority and governing regulations poses a unique challenge. Unlike the case of serving handicapped preschoolers, in which ACYF and the Office of Special Education have established an interagency agreement, there is no federal counterpart to ACYF with which to coordinate efforts to serve nonhandicapped preschool children. While not creating insurmountable problems, this difference produces a sensitive climate in which federal, state, and local entities must work together, mindful of each other's roles and responsibilities.

Another issue related to the absence of federal enabling legislation for state-funded preschools is the way in which information about these programs is disseminated. Again using the example of service to handicapped preschoolers, state administrators of special education programs for preschoolers meet regularly to share information and solve problems at meetings convened by the federal Department of Education. Although both the National Governors Association and the National Conference of State Legislatures have played a role in developing and sponsoring state preschool initiatives, convening meetings of state administrators in

a systematic way falls outside of the mission of these national organizations. As a consequence, there is no federal agency to disseminate program standards, information about staff qualifications, eligibility criteria, or other topics relevant to the development of these programs.

State activity in the preschool arena has raised the familiar issue of "supplement versus supplant." Community-based programs such as Head Start are worried about the rapid growth of state-funded programs that compete with them for staff, space, and children. This concern exists among Head Start staff even in states that have involved Head Start in the planning process, but it is even more pressing in those states in which community groups were not involved in planning and/or do not have access to state funds. Moreover, the child care community has expressed concern that while affordable, available, quality child care has emerged as a national need, state-funded preschool programs do not, as a whole, address this need. In effect, the fear of being supplanted by state-funded preschools arises not from the legislative intent of these state programs, but from the realization that there are limited state dollars for social and educational programs. How the funds are spent and who administers them determine which priorities are addressed.

PLANNING

While state-funded programs have led to increased competition for staff, facilities and children in many communities, Head Start administrators, child care professionals, and public school personnel would all agree that this competition is not the result of too many resources applied to early childhood services. It is, rather, the consequence of a lack of planning for an integrated service system on state and community levels.

There are now a number of funding streams that can flow to a community; Head Start and a state-funded preschool program are only two of them. Special education programs, Title XX day care, and social services block grant programs all exist together in parallel fashion. Each has its own funding pattern, distinct mission, specific goals, and set of federal and/or state regulations. These administrative differences among agencies create different implementation strategies that are often misunderstood by individual service providers. This misunderstanding frequently creates a competitive climate.

The growth of state-funded preschools has underscored the need for a long-term approach to planning. Interagency, state-wide groups that have decision making power are an important vehicle to consider as a way for states to increase the complementarity of services to young children and their families. Group participants would have to be committed to the possibility that their mandates might change in order to dovetail resources and services effectively.

The composition of an interagency group is a key factor in its success. It is important to involve representatives of the various service providers from early childhood education, health, and special education who are serving preschoolers. For example, the governor might establish the position of State Child Coordinator, housed in the executive branch, to develop a cohesive children's policy that would

coordinate the efforts and resources of all departments and agencies dealing with children's issues. The following are some of the agencies that might be represented: Department of Children and Their Families; Department of Human Services; Department of Health; Department of Mental Health; Department of Mental Retardation; State Hospital Commission; Chief Judge of Family Court; State Education Commission; State Head Start Association; State Child Care Council.

There are many priority issues for a group such as this to tackle. First is collecting data on basic demographics in the state, including projected birth rates, concentration of economically disadvantaged families, and location and extent of services available. These data provide a backdrop for the planning process. Eligibility criteria for programs would be a high priority for interagency discussions. Defining the target population and/or at-risk population is an essential first step to planning for continuity of services and wise distribution of resources. Providers must have clear and commonly understood definitions before they begin to discuss how to match services with families. Of course, another component of eligibility is age group to be served and the agencies best equipped to serve infants, toddlers, three-year-olds, and four-year-olds in a given community.

COORDINATION

In addition to the need for long-term planning, there is a compelling need to coordinate existing services provided by Head Start with state-funded preschool programs at both the state and local levels. A number of strategies could promote dialogue among these important programs. For example, Head Starts could extend their interagency initiatives already underway to include coordination with state-funded programs. In addition, as states adopt legislation to support preschool activities, legislators might specify that state-funded programs must coordinate with other community services at both the state and local levels. In addition, agencies that administer these state funds can alter their guidelines to require recipients of funds to form local planning committees that would endorse their application or service plan. Some states already have used this strategy and typically involve representatives from Head Start, child care programs, mental health, and health agencies. These committees have proved to be a useful vehicle for conducting a community-wide needs assessment for children and family services. They have the added benefit of creating a forum for exchanging basic information about one another's services and eligibility criteria.

Both in states that have collaborated with Head Start on state-funded preschools and in states where there has been relatively little interaction between the two, state administrators have repeatedly identified the need for an official, state-level contact person representing Head Start. Many have identified the absence of a liaison as a major barrier to coordination. It is important to recognize that in many states, Head Start directors associations have assumed this role and have worked diligently to establish a state presence. Frequently, the responsibility for acting as an information source and liaison has fallen on the shoulders of the president of the association. Association presidents who have functioned as the Head Start state representative report that this role entails, at critical times, at least 20 to 30 hours a week beyond their full-time duties as the director of an agency.

This extension of the role of association presidents has evolved on an ad hoc basis as states have increased their interest in funding preschool programs. Now that the movement is underway, it is important that the Head Start community consider designating a person to represent state-wide programs and maintain ongoing communication with state entities. While the persons selected and the time needed to perform this function might differ in each state, overall responsibilities should be uniform. Some features of the job could include: working with the directors association to establish priorities, representing Head Start on state-wide committees, providing state agencies with information about Head Start services, and negotiating with state agencies on behalf of Head Start programs. It is also essential that the state liaison work closely with ACYF regional offices to assist ACYF in gaining a regional picture of collaborative efforts.

FUNDING MECHANISMS

Despite the groundwork laid by programs such as Head Start, it is discouraging that states have been somewhat haphazard in their approach to funding (cf. Grubb, 1987). Ideally, before a state enacts legislation, policy makers meet together with representatives of the early childhood education field, decide whether to take action and, if so, determine what the goal of their preschool legislation is to be.

Although all states have had as their overarching goal the provision of services to prekindergarten children and/or their parents, states have varied in their *specific* goals. The selected goal will dictate both the nature of the program and the funding mechanism. In the previous chapter, we described four funding models. We turn now to a discussion of the goals and outcomes of each model.

If the goal is to allow maximum flexibility in communities, then allowing *any* agency to be eligible for state funds would be the mechanism for funding. This model encourages healthy competition and coordination among agencies. It explicitly acknowledges the capability existing in the early childhood community without excluding the public schools from being eligible for funding.

If the goal is to provide comprehensive services to additional low-income children and their families, then expanding Head Start is a cost-effective route. In addition to increasing the number of slots, Head Start programs may expand the number of service hours available to families by supplementing federal Head Start dollars with state money. Although some Head Starts and other preschool programs do offer extended day programs, many do not. More and more children are moving through two or more child environments every day. The Head Start families who would benefit from more contact hours are those who are in job training programs. Head Start families may be considered "pre-daycare." This means that they are moving toward full- or part-time employment and would need day care for their children in the months and years to come.

In addition, if the Head Start community receives funds from a Head Start-only enactment, it must be careful to coordinate use of these funds with day care and other early childhood groups. This is particularly important when these funds go

toward salary enhancement. Other community groups such as day care are also struggling to achieve parity in pay with public school teachers. When Head Starts are successful in obtaining state funds to supplement salaries and have *not* built a coalition with other early childhood professionals, a climate of divisiveness is created in the community.

If the goal is universal access to four-year-old education, then the LEA-only model is appropriate. This goal implies a less comprehensive program with a school-based delivery system. The rationale behind this goal is that comprehensive services are not needed as much in the general population. This model has serious drawbacks because there are often no real incentives to coordinate. Moreover, those considering this model must recognize the importance of developmentally appropriate practices and reasonable staff/child ratios that have often been missing in public school.

If the goal is to offer a choice of services in a community while keeping administrative control in the public schools, then the LEA with subcontracting model may be considered. This model promotes collaboration by allowing and encouraging subcontracting to Head Start and other existing community programs that have experience with preschool children.

Without adequate incentives, simply allowing LEAs to subcontract may not be desirable. Generally speaking, mandating a competitive grant process for funds among LEAs can encourage coordination with community programs. The grant applications should, however, be rated on a demonstrated ability to involve other agencies. If subcontracting is used, this model draws upon the expertise of community programs such as Head Start. Programs that have experienced success with subcontracting have established safeguards and incentives, such as state and local advisory committees, joint training, and referrals, that encourage this type of collaboration.

When money goes exclusively to one group or another, coordination with other early childhood providers is not enhanced or promoted. Alternatively, where there are multiple delivery systems, coordination is possible and the community has more flexibility in deciding what services it needs. Six states have used a combination of funding models to provide services for preschool children and their families. These states have multiple goals and therefore have used two funding mechanisms.

DISSEMINATION OF INFORMATION

Closely tied to the issue of coordination is the need for more widespread dissemination of information about the scope and character of the Head Start program. We found that all states, even those that work with Head Start programs on a regular basis, have inaccurate or incomplete information about Head Start. An outgrowth of this lack of information is a series of common misconceptions about whom Head Start serves, what services it provides, and what its regulatory and funding framework is. For example, a few respondents, when contacted by the EDC research team, expressed surprise that the Head Start program still existed. Others, on recognizing the name of Head Start, asked, "What federal agency is that

with?" or "What state agency administers the program?" Still others justified their exclusion of Head Start from state advisory committees on preschool funding by saying that Head Start is "just a community action program," and not recognizing its early childhood education component.

These examples illustrate confusion about Head Start programs in general and about Head Start's extensive early childhood education services in particular. This confusion extends to other Head Start components as well. The concept of parent involvement, as defined by Head Start, is perhaps the most misunderstood component of the Head Start program. Rarely do people think of parent participation on a daily basis and parent decision making when they hear the term "parent involvement." Almost every early childhood program addresses the issue of parent involvement, but not with the commitment or to the extent that Head Start does.

It would be helpful to Head Starts and state agencies alike to have access to new visual and printed material that describes each Head Start component in "real world" terms, and provides a summary of the extensive research fundings that confirm the Head Start model as a successful approach to working with low-income families. It is critical that state policy makers have more information about what Head Start means when it identifies itself as a comprehensive child development program.

Head Start's longevity and success as a program serving low income families and their children place Head Start staff in a unique position to assist state agencies as they evidence more concern and support for children at risk. Head Start programs have developed effective strategies for reaching out to families and involving them in their children's education. This expertise exists not only in the skills and talents of individual Head Start staff, but also in numerous publications such as guide books, curriculum enhancement modules, and child and family assessment tools. Head Start's contribution and impact on state-funded preschool programs can extend well beyond the legislative and planning processes. An orchestrated effort on the part of the Head Start community to export its contributions to "best practices" would add to the effectiveness of state-funded preschool programs. Through this exchange of strategies, Head Start could exert a profound effect on the approach to low-income families and children at risk adopted by a variety of agencies in the future.

SALARIES AND QUALIFICATIONS

In an earlier chapter we discussed the competition for teaching staff between Head Start and state-funded preschool programs. This problem is due in large measure to the nationwide shortage of early childhood teachers. The cost of investing in a college education for a degree in early childhood education is high, and has little monetary payoff relative to other careers requiring the baccalaureate degree.

In addition, there is a well-known disparity in pay scales between early childhood education programs (notably Head Start and other community-based child care programs) and public schools. Sometimes this disparity is as much as $8000 annually for the same kind of job responsibility. Therefore, it is not surprising that

there is a drain of teachers with college degrees in ECE, from Head Start to new, state-funded programs sponsored by the public schools.

Any discussion about salary must include a discussion about qualifications. The National Association for the Education of Young Children, representing the early childhood profession, has established a set of standards for staff qualifications and program practice (NAEYC, 1986). In its standards for teaching staff, NAEYC strongly recommends that "Early childhood teachers should have college-level, specialized preparation in early childhood education/child development. Teachers in early childhood programs, regardless of credentialed status, should be encouraged and supported to obtain and maintain current knowledge of child development and its application to early childhood educational practice." In addition, "Early childhood teachers should have practical experience teaching the age group. Therefore, regardless of credentialed status, teachers who have not previously taught young children should have supervised experience with young children before they can be in charge of a group." (p. 14).

Although NAEYC recommends college-level training in ECE in its guidelines for developmentally appropriate practices, it requires a bachelor's degree in ECE for the position of Early Childhood Teacher in its Accreditation Criteria (NAEYC, 1987). There has not been uniform adoption of these standards by any group in the early childhood community. Only eight of the 28 general enactment preschool programs funded by states require a BA degree in early childhood education, and of those eight, five also require public school certification in early childhood education. What is more, very few states have instituted certification in early childhood education as part of their credentialing.

The other eleven programs in the public schools also require a bachelor's degree and certification, but the degree may be in elementary education or some other field not necessarily related to early childhood education. At the same time, public school preschool teachers usually receive salaries comparable to those of other public school teachers.

Head Start, on the other hand, does not require a BA degree for its teachers. Teachers in Head Start must meet the requirements set by the state agency that licenses Head Start and day care centers. These requirements are typically minimal, comprising some coursework or experience in early childhood. This does not mean that Head Start teachers do not have a baccalaureate degree. In fact, many individual programs require the BA degree for their teachers, but the salaries they are able to offer them is not enough to keep these teachers from seeking more lucrative positions in the public schools.

The Child Development Associate (CDA) competency-based credential, although the predominant degree of many Head Start teaching staff, is recognized by only a handful of states as a public school credential for state-funded preschool teachers. It should be noted that 36 states, in their licensing of Head Start and day care, accept CDA as an appropriate requirement for teachers. Yet these same states will not accept the CDA to qualify for ECE programs in public schools.

The disparity between qualifications for, and therefore salaries of, teachers in public school early childhood programs and those in community-based ECE programs is one of the major hinderances to coordination and the achievement of equity in pay.

Often, Head Start programs have not been able to receive subcontracts from LEAs because their teachers do not have public school certification. However, in some states SEAs have explored alternatives to traditional certification procedures as a short-term way to meet the teacher shortage in early childhood education. For example, at least five states have made allowances for waiving state certification so that Head Start programs can receive funds. If everyone in the early childhood field (public school preschool programs, day care, Head Start, and other early childhood providers) worked toward the personnel standards set by NAEYC, we would achieve more parity in salaries.

As part of working toward a common standard for teachers in early childhood programs, administrators may want to consider instituting levels of staffing based not solely on number of years of formal training, but on experience and the extent of early childhood training. For instance, Head Start programs may want to encourage the CDA credential for associate teachers and assistant teachers as a step on the career ladder in Head Start programs. Head Start has traditionally hired parent volunteers as teacher aides, who then work up the career ladder in the program. Since this is an important aspect of Head Start's commitment to employment and training of its parents, the CDA should be encouraged as a credential for assistant and associate teaching staff.

Furthermore, Head Start programs might consider making post-secondary training in ECE part of the qualification requirements for lead teacher, head teacher and/or teacher positions. Successful candidates who do not meet the educational requirements for openings might be asked to make a commitment toward acquiring additional coursework or training if selected for the job. Economic incentives could be provided for those staff who seek early childhood education training. For now, and as a short-term measure until more money is allocated, some Head Start directors have chosen to decrease the number of children they serve in order to give their staff salary increases.

FACILITIES

The widespread competition for facilities between Head Start and state-funded programs has occurred for several reasons. In addition to a rise in population of children under the age of five, there has been an increase in enrollments in the primary grades. Therefore, public schools have taken back the space that they had donated or rented to Head Start programs when there was a decline in school enrollment. Some of these facilities are reclaimable by the public schools, but other facilities are not because they have been converted into housing or office buildings.

Because of this situation, Head Start programs are faced with a shortage of affordable and appropriate facilities in which to house their programs. This is a concern of Head Start directors that does not seem to have an easy, low-cost solution. Federal policy prohibits Head Start programs from using budget appropriations for capital outlay. However, this does not restrict an agency in which a Head Start program is housed from applying for funds from sources such

as the Department of Housing and Urban Development (HUD) or Community Development Block Grants (CDBG).

Mindful of the concerns that the business community has expressed about a need for child care and a literate workforce, some Head Start directors have approached local corporations for assistance. After acquainting the business community with Head Start and the ways in which its resources address these social problems, directors have enlisted corporate financial support to help secure buildings. While these partnerships are new, they are likely to offer an alternative solution to public funding.

Lack of affordable space is not a problem for Head Start alone, but for public schools and day care programs as well. This issue requires the *coordinated* efforts of state education agencies, state departments of community development, and Head Start to work on the allocation of public school space in communities. This would involve long-range community planning of the kind described earlier in this chapter.

PROGRAM STANDARDS

Program standards are an important element in the development of any community program. Program standards and quality need to be defined in a common manner because quality varies so much among programs. Standards address staff qualifications, curriculum, interactions among staff and children, staff/child ratio, health and safety requirements, staff/parent interaction, administration, nutrition and food service, and program evaluation. Monitoring a program involves having a monitoring team make an on-site visit to a program to review its compliance with written standards. The team reviews records, observes program activities, interviews staff, and submits its findings to program administrators. Relatively few of the state-funded preschool programs have developed standards for all of their program features. The development of standards often requires a coordinating committee or other working group that must spend time developing, refining, and finally coming to a consensus about program requirements. Both the development of standards and the monitoring of programs is costly, and allowance must be made in the budget for these activities.

NAEYC, through its National Academy of Early Childhood Programs, has developed accreditation criteria and procedures for early childhood programs. Both Head Start and state-funded preschools may want to think about obtaining accreditation. Each would probably encounter different challenges in meeting the accreditation requirements. Those public school programs that follow a traditional kindergarten model would need to change the program to make it more developmentally appropriate for preschool children. This might invlove lowering the staff/child ratio, adapting the physical environment, modifying the curriculum to make it more open-ended, involving parents in a meaningful way, and developing a nutrition component.

Many Head Start programs, on the other hand, would need to upgrade their qualifications for teachers and associate teachers. Other Head Start programs

would have no difficulty obtaining NAEYC accreditation; in fact, some are currently pursuing accreditation by the academy.

There is no reason that all early childhood programs in a state could not adopt the same program standards. States may want to consider the example of California. The California State Department of Education developed a Program Quality Review Instrument that has five levels of attainment for each criterion, rather than one stated standard necessary to meet a goal. These levels allow for easy assessment of program quality and provide programs with steps to follow along the way. Recently, California's instrument was consolidated with Head Start program standards, resulting in the Consolidated Program Quality Review. The program indicators drawn up by the SEA and Head Start are now used for co-located programs in the state. This type of standard could easily be adopted by other states and by the national Head Start Bureau.

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